NEW LONDON, CONNECTICUT
MASTER PLAN PROGRAM

BASIC STUDIES
AND
SURVEYS

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LIBERUM

MARCH 1967

JAMES P. PURCELL ASSOCIATES
CONSULTANTS

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BASIC STUDIES AND SURVEYS

CITY PLANNING BOARD
NEW LONDON, CONNECTICUT

March, 1967

JAMES P. PURCELL ASSOCIATES
CONSULTANTS

AREA OF INFLUENCE STUDY
ECONOMIC BASE STUDY
POPULATION STUDY
EXISTING LAND USE STUDY
NEIGHBORHOOD ANALYSIS STUDY

BASIC STUDIES AND SURVEYS

CITY PLANNING BOARD

NEW LONDON, CONNECTICUT

The preparation of this report was financially aided through a Federal grant from the Urban Renewal Administration of the Housing and Home Finance Agency under the Urban Planning Assistance Program authorized by Section 701 of the Housing Act of 1954, as amended, under the supervision of the Connecticut Development Commission.

March, 1967

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March 10, 1967

Mr. Waldo K. Clarke, President
City Planning Board
City Hall
New London, Connecticut

Dear Mr. Clarke:

The Basic Studies and Surveys Section of the New London Master Plan Program is the first of two sections to be reviewed by various local, state and federal agencies.

The individual studies contained in this section have previously been presented, revised and given tentative approval by the Planning Board. These studies include the following:

1. Area of Influence Study
2. Economic Base Study
3. Population Study
4. Existing Land Use Study
5. Neighborhood Analysis Study

This first portion of the work program forms the factual foundation required for the later development of the three planning studies, which in combination constitute the Comprehensive Development Plan.

Respectfully submitted,

JAMES P. PURCELL ASSOCIATES

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Nicholas M Setteducato
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Partner

TEM:pr

AREA OF INFLUENCE STUDY

AREA OF INFLUENCE STUDY
ECONOMIC BASE STUDY
POPULATION STUDY
EXISTING LAND USE STUDY
NEIGHBORHOOD ANALYSIS STUDY

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TABLE OF CONTENTS

Page

SUMMARY 1

INTRODUCTION 4

I. HISTORIC DEVELOPMENT 5

II. POPULATION 10

III. LAND USE 14

IV. ZONING 20

V. MAJOR THOROUGHFARES 25

VI. LAND CHARACTERISTICS AND DEVELOPMENT 29

APPENDIX

1. Locational Map Exhibit 1

2. Population Changes, 1910 - 1960 Exhibit 2

3. Population Distribution, 1963 Exhibit 3

4. Topography and Development Exhibit 4

SUMMARY

This report, which serves to indicate New London's position in the Southeastern Connecticut Region regarding population, land use, zoning and major thoroughfares: also provides a regional background for the more detailed studies to follow.

The results of this study are summarized as follows:

1. New London's strategic geographic location and historical development as a transportation, commerce and population center continues to be one of the City's basic assets.

2. There are definite indications that the New London land use, transportation, population, economic and employment development patterns are becoming progressively more regionally oriented.

3. The same advantageous geographic and development factors which governed New London's initial

location and growth as a self-contained community are equally valid on a regional basis. However, New London as a regional component must anticipate that future land use and economic development will become more specialized in both character and development potential.

4. For all practical purposes, New London is now totally developed. Only 279 acres or 8% of the City's total land area remains as potentially developable.

5. New London's ability to clear its obsolete and deteriorating areas appears to be the City's major, if not, only means of accommodating the more productive uses and development potential that its strategic regional location and market demand will permit.

6. With the rapid growth rates which have characterized the neighboring communities of Groton and Waterford, New London's apparent market

potential for high density residential and retail service commercial development may be in serious jeopardy, unless future development sites are provided.

7. Should New London be unable to provide new developable sites, the present regional development pattern could become diffused, to the detriment of the entire area.

AREA OF INFLUENCE STUDY

INTRODUCTION

Located on the west bank at the mouth of the Thames River, New London lies approximately half way between Boston and New York City and occupies a strategic position in the Southeastern Connecticut Region. See Locational Map, Exhibit #1.

With a land area of 6.1 square miles, New London is geographically one of the smallest communities in Connecticut. However, New London has historically enjoyed the benefits of a strategic location as evidenced by the community's present land use pattern, intensity of development and population density.

I. HISTORIC DEVELOPMENT

Founded by John Winthrop in 1646, New London's historic development is most useful in understanding the practical reasons which governed the community's original settlement and present development pattern. In addition, it is also interesting to note that many of the early development features such as streets, docks, shipyards, forts, public areas, and land uses are still easily defined.

As described in an early plan for New London by Herbert S. Swan, the configuration of the land, relative to topography and soil conditions determined the locations of the first plantations on the west side of the Thames River. In addition, only here were to be found the streams required to supply the water power for grinding corn and the coves necessary to moor boats in safety.

The land's physical characteristics, which determined the initial site selection, were also instrumental in locating the first streets and houses. The first lots were laid out at the two extremities of the semi-circular projection between Winthrop's Cove and Shaw's Cove. Between these two points were swamps, ponds, and ledges of rock. The oldest street connecting these two districts ran from Mill Brook over Post Hill through what is now Williams Street, to Manwaring Hill and down Blackhall Street through Truman Street to Shaw Street, formerly Harbors Mouth Road. Main Street, formerly called "Town Street" was opened at an early date and Richards Street and Granite Street were soon cut over the hill. Bank Street, formerly known as "The Bank" was laid out on the bank of the upland above the sandy shore. A spur, Coit Street was carried around the head of Bream Cove to Truman Street, completing the circuit of the town plot.

Both Winthrop's Cove (formerly known as Mill Cove) and Shaw's Cove have always played an important role in the location and development of New London. At the entrance to Winthrop Cove were the ferry stairs, the old town landing place, and in 1703 the town wharf was built here. In addition, the site at the north end of Water Street was chosen for town purposes because of easy ascent to the meeting house, the court house and other buildings on the hill.

Industry and commerce have played an important role in the community's growth and development.

After the Revolutionary War of 1776, New London revived its fisheries, commerce and shipbuilding industries. Trade along the coast and with the West Indies flourished until the War of 1812.

Following the War of 1812, peace revived certain trade and commerce activities, although, the West

Indies trade was never again extensively developed. However, the whaling industry began anew and proved so profitable that in 1845 New Bedford was the only port to exceed New London in whaling tonnage.

The analogies drawn between the past and the present by the Rotival Reconnaissance Study of New London are significant. The petroleum tankers now using the Thames River are direct descendants of the oil bearing whalers of a century ago. Fort Trumbull, the Navy submarine base and the Coast Guard Academy are still important components of New London and its continuing role in national defense. The molasses, which was once shipped from the West Indies and distilled in the New London area has its modern counterpart in the new chemical plants of Pfizer, Groton and Dow on the east side of the Thames River. The shipbuilding industry, long associated with New London and the Coves, has been surplanted by the Electric Boat

Division of General Dynamics and marinas catering to the service and repair of pleasure boats.

II. POPULATION

Between 1910 and 1960, New London increased its population from 19,659 to 34,182. This represents an increase of 14,523 persons or 74% over the last 50 years. New London is the second largest community in the Southeastern Connecticut Region. Norwich with a small but relatively stable growth rate has a population of 38,506 and Groton with its recent and accelerating growth rate has a population of 29,957. See Population Changes 1910 - 1960; Exhibit #2.

Historically, New London has led the population growth and development of the coastal area while Norwich has led the northern portion of the region in population and development. However, the growth rate of these two population centers since 1910 are significantly different. In spite of New London's small geographic area and limited developable land, its population has increased 14,523 or 74% between 1910 and 1960, as compared to 10,287 or 36% for Norwich during the same period.

From a standpoint of area influence, it is perhaps more significant to relate these two population centers to their surrounding areas and neighboring communities.

Groton has shown a growth rate of 23,462 persons or an increase in population of 362% between 1910 and 1960. More significantly, since 1930 Groton has increased its total population approximately 10,000 persons for each ten year period.

Waterford, to the west and north of New London, has increased its population from 3,097 to 15,391, or 12,294 persons between 1910 and 1960. This represents an increase of 397% and constitutes the second highest growth rate in the region.

Ledyard, adjoining Groton to the north, with a 399% increase is the fastest growing community in the entire region.

On a combined basis, New London and Groton have a total population of 64,139 persons or 37 per cent of the total population contained within the Southeastern Connecticut Region. With the addition of Waterford, New London is the center, surrounded with a population concentration of 79,530 or 45% of the entire Southeastern Region. See Population Distribution, 1963; Exhibit #3.

Consequently, it is apparent that New London has historically been the predominate population and development center of the Region's coastal area. However, it is also apparent that due to New London's limited developable land area, its relative position regarding total population must change as both Groton and Waterford, with an abundance of developable land will continue to expand.

However, this possible future loss of relative position in the area regarding population total is not truly significant. In reality, what is significant is New London's ability to retain and expand its historic position as the service and commercial center of the area. With the development and increasing concentration of population in the adjoining communities of Groton and Waterford, New London is once again strategically and centrally located to capitalize on the surrounding growth and development of the immediate area.

III. LAND USE

The influence of New London's historic development and population growth has a direct bearing on its present land use pattern and characteristics.

At the present time, the supply of developable land within the municipal boundaries is critical. Based on recent studies of the Southeastern Regional Planning Agency in 1962, 754 acres or 21% of the City's 3,497 acres of total land area is undeveloped. However, of the 754 acres classified as undeveloped, only 279 acres can be considered as Class "A" land. The remaining 475 acres of undeveloped land are subject to major physical development limitations such as slopes in excess of 10%, shallow bedrock, soils with slow permeability and poor drainage, swamps or bogs and tidal marshes. With these physical limitations, the amount of true developable land is reduced to approximately 8% of New London's total land area. Therefore, for all practical purposes, New London must be considered as being totally developed.

In many respects, the present land development ratio and population density of 5,513 persons per square mile is directly related to New London's historic position in the Region as a center of population and commerce. There are no other communities in the coastal area of the Region that even remotely approach New London's present development ratio or its intensity of development.

The present lack of developable land in New London is not a recent occurrence. In reality, the scarcity of land has been clearly evident since 1951. In accordance with recent studies by the Southeastern Connecticut Regional Planning Agency, the amount of land developed in New London between 1951 - 1962 comprised a total of 113 acres or an increase of 5.8%. This represents the lowest percentage of land development increase of any community in the Southeastern Connecticut Region. During the same period, the increase in developed land for the Region was 5,685 acres or 25.9%.

Due to the lack of developable land, New London's increase in land development is understandably low. However, the type of growth which did occur during this period is indicative of New London's changing and potential future role in the area. Of the 113 acres developed, 71 acres or 63% of the total land developed in New London between 1951 - 1962, consisted of medium and high density residential; and 37 acres or 33% was devoted to commercial usage. Institutional or governmental usage accounted for the remaining 5 acres or 4% of the total development.

It is significant to note that the land uses which did not show any increase in land development during this period were low density residential and industrial.

The predominance of medium and high density residential development clearly indicates New London's historic role as a population center. Both Groton and Waterford showed significant increases in the percentage of land developed for medium density residential usage. Approximately 72% of the land developed in Groton between 1951 - 1962 was devoted to medium density residential. However, less than 1% of the land for this period was developed for high density residential. Waterford indicated that 82% of the land developed for the same period was devoted to medium density residential, with no high density residential development being present.

Groton and Waterford indicated 72% and 82% respectively of their new land developments being devoted to medium and high density residential uses, as compared to New London's 63%. However, the revealing statistic involves the additional high density residential usage during this 1951 - 1962 period. Thirty-eight acres or 17% of the new development in New London was devoted to high density residential as compared to a combined total for Groton and Waterford of less than 1%. This demand for high density residential development in New London is even more significant, recognizing the scarcity of developable land in New London as compared to the "unlimited" supply contained within the Groton and Waterford city limits.

The significant increase in medium and high density residential usage in New London during the last 10 years partially explains the apparent paradox between the minor amount of land that has been developed while New London increased its total population 3,631 persons or 12% during the same approximate time period.

Recognizing New London's historic development, scarcity of developable land, relative position within the Region and neighboring communities, the present land use pattern and growth characteristics are considered "typical" under the present conditions.

In essence, with practically all of the developable land being utilized on a horizontal basis, the only alternative for new development is vertical expansion, which must result in a more intense use of the land.

If past growth characteristics are considered typical, the anticipated future demand for developable land should consist of both medium and high density residential usage, with a corresponding demand for service and retail commercial. It should also be recognized, in view of New London's present development ratio of 92%, if new development is to occur, it must be through the intensification of existing uses or through the ability of New London to clear its older and deteriorating areas in order to accommodate new and more productive developments.

IV. ZONING

A recent study by the Southeastern Connecticut Regional Planning Agency indicates that only 8 of the 17 municipalities in the Southeastern Connecticut Region have zoning regulations. Recognizing the need for assistance and guidance in land development, New London and her neighboring communities of Groton and Waterford have adopted zoning regulations.

Adopted June 4, 1928, and periodically amended, New London's present ordinance contains 15 separate zoning classifications. Since the adoption of the original zoning ordinance in 1928, one new business classification and 8 new residential classifications have been added to the 6 original zoning classifications. At the present time the existing zoning ordinance contains 11 residential, 3 business and 1 industrial classification. Based on past observations, it is readily apparent that New London's major zoning concern has been with residential development.

New London's present zoning districts generally reflect the existing land use pattern, with residential zoning being the predominant classification and constituting approximately 75% of the land area. Commercial and industrial zoning account for the remaining 25%. However, it is important to note that only 20% of the residential zoning is devoted to low and medium density (2-7 families per acre) with the remaining 55% being devoted to high density residential constituting 8 or more families per acre.

This predominance of residential zoning classifications is entirely understandable due to the constantly changing standards of residential development and the general demand for additional multi-family, high density residential development.

In view of New London's past development, population density and land use characteristics, this demand for more intense usage, particularly multi-family residential is not surprising. Historically, New London has been the population, commerce and service center of the Region. Its early development was followed by complete development, and now the demand for intensification. Recognizing New London's role and relative position in the Region, its entire growth, development and present zoning pattern is considered both logical and normal as well as desirable.

With New London's developable land area virtually depleted, the recent interest in high density, multi-family residential is expected to increase because of natural demand and economic development factors.

This trend towards high density residential, which is anticipated to continue and increase is consistent with the emerging development pattern of the New London, Groton and Waterford area, and is considered essentially sound from a regional land use and zoning viewpoint. It is interesting to note, regarding both land use and zoning pattern, that the three community area has developed similar to what might be expected from a single self-contained community.

A review of the composite zoning map of the three community area verifies the single community pattern. Both New London and Groton, along both sides of the Thames River, show high density residential of 8 or more families per acre, gradually dispersing into medium and low density residential as the distance from the New London central business district increases. The New London central business district forms the core and major concentration of high density residential and commercial development for the three community area. From the New London central business district, the commercial zoning extends along the main highway arteries into Groton and Waterford. Industrial zoning is of two principal types. Intensive industrial is located adjacent to the New London and Groton commercial cores, and the "suburban" industrial is located along principal transportation arteries in Groton and Waterford. Essentially, this is the same land use and zoning pattern that would be expected in the single self-contained community type of development.

From the standpoint of regional relationship and area of influence, it is apparent that the New London development, land use and zoning pattern is following an area or regional direction rather than the "balanced" or self-contained approach. In essence, while the New London present land use and zoning pattern may not meet the theoretical norm of single family, two family, multi-family, commercial and industrial land use proportions expected in a self-contained community, New London has and continues to meet the development and land use demands on a regional basis. As a result, it should be anticipated that future land use and zoning considerations regarding high density residential and more intense commercial usage will receive major consideration if the City is to continue its past and present regional role.

V. MAJOR THOROUGHFARES

New London is well-served by major thoroughfares in relation to the Southeastern Connecticut Region and the primary population centers along the southern Connecticut coastal areas.

The two principal interstate arteries, which provide New London with easy access to all parts of the Region, New York and New England, are Interstate Route 95 and the Connecticut Turnpike (Route 52). See Locational Map, Exhibit #1.

Interstate Route 95 connects with the Connecticut Turnpike immediately west of New London, passing through the City north of the central business district, crossing the Thames River and continuing through Groton to Providence, Rhode Island.

The Connecticut Turnpike runs the entire length of the Connecticut coast from New York City to immediately west of New London and then north to Norwich where it continues northeasterly via Route 6 to Providence, Rhode Island.

The regional thoroughfares serving New London and the immediate areas of Groton and Waterford are State Routes 32, 85, 12 and U.S. 1A, the Boston Post Road. Route 32 originates in New London at the west end of the Memorial Bridge and continues northerly along the west side of the Thames River to the Connecticut Turnpike and Norwich. Route 12 is the counterpart of Route 32 which originates in Groton on the east end of the Memorial Bridge and continues northerly along the east side of the Thames River to Norwich. Route 85 originates in New London at Broad Street and continues northwest, intersecting Interstate Route 95 and the Connecticut Turnpike west of New London and continues to form the principal connection between the New London area, the northwest portion of the Region and the Hartford population and development complex.

The principal local thoroughfares within New London proper are Broad, Bank, Colman, Jefferson, Williams, Truman-Huntington, Main, State, Ocean, Montauk, Howard and Pequot.

These local thoroughfares are primarily traffic collectors and have little regional significance, except for non-resident traffic destined for recreational, shopping, or employment centers within the New London area.

Consequently, it is apparent that New London, with Interstate Route 95 passing through the City in an east - west direction and the Connecticut Turnpike west of the City provide the community with an excellent interstate and inter-regional transportation relationship.

On a regional basis, New London's position is favorable. Interstate Route 95 provides direct access between the three communities which form the core of the Southeastern Region. With high growth rates of 362% and 397% for Groton and Waterford respectively, between 1910 - 1960, it would appear that New London's position between these two communities constitutes a major transportation and locational asset. In addition, New London's central location provides quick access to the Norwich population and development center in the northern portion of the Region, thereby becoming the pivot point of an inverted T-shaped transportation-communication system and tying the Region together.

VI. LAND CHARACTERISTICS AND DEVELOPMENT

The development of land in the Southeastern Connecticut Region has been strongly influenced by the topography and land characteristics. See Topography and Development; Exhibit #4.

The topography of the Region is varied although it can be classified into two general categories. The gentle rolling terrain of the coastal and river areas contain the major portion of the existing urban development. The remaining areas of the Region are hilly, with slopes in excess of 10% and are basically undeveloped. The soil conditions are gravelly, consisting mainly of granite and gneiss, with rock outcroppings throughout the area.

If the future pattern of development continues to conform to the topographic features, as it has in the past, Waterford and Groton will continue to receive the bulk of future land development with some of the new development being diverted into the lowland areas along both sides of the Thames River towards Norwich.

With New London being "totally" developed, the topography of the Region will have little effect upon the remaining developable land within the City. However, if the Groton and Waterford development and rate of growth continue as the topography dictates, New London will be even more centrally located between two major population concentrations.

APPENDIX

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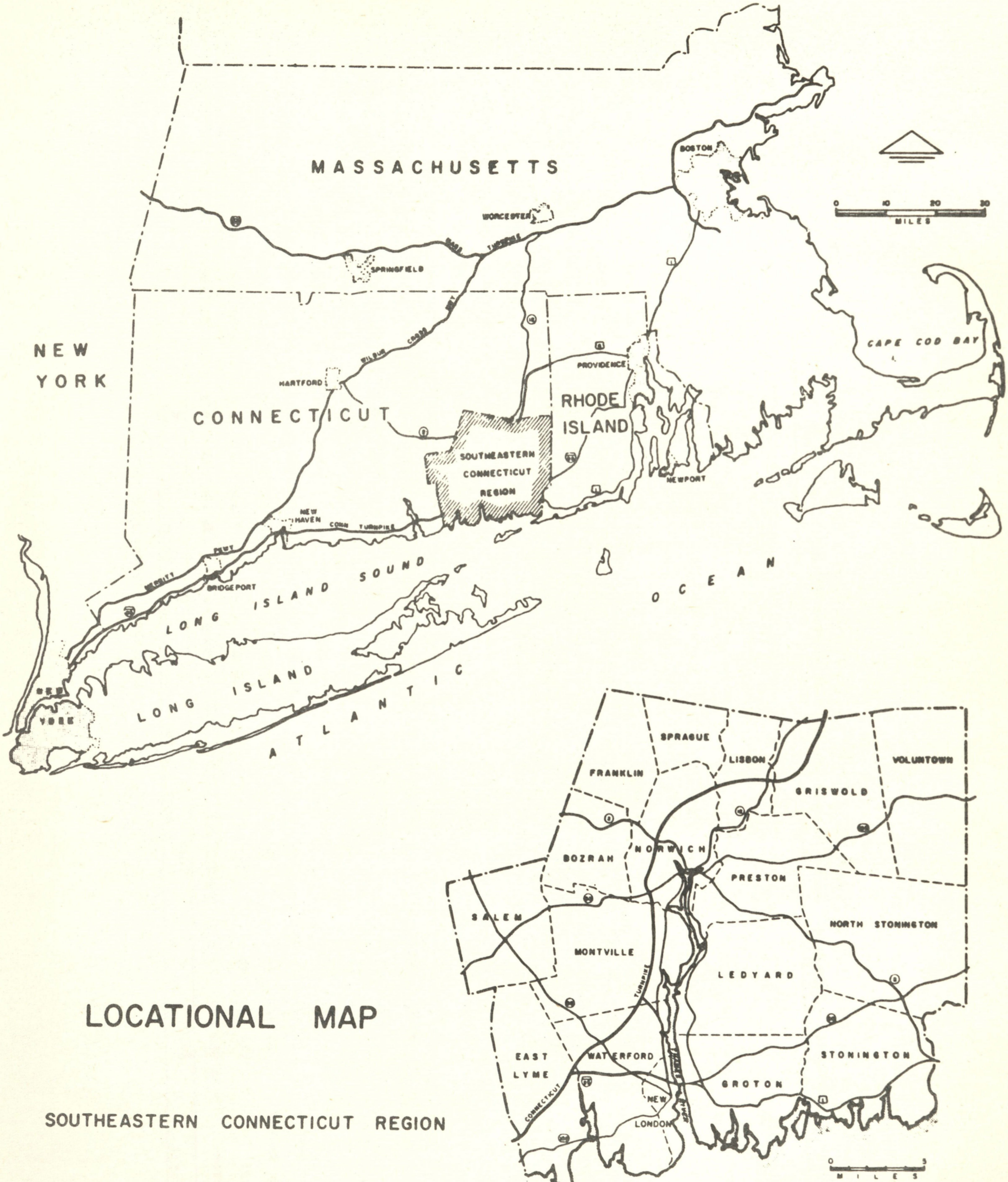

MASSACHUSETTS
BOSTON
WORCESTER
SPRINGFIELD
MASS TURNPIKE
0 10 20 30
MILES
CAPE COD BAY
NEW YORK
HARTFORD
WILBUR CROSS HWY
CONNECTICUT
PROVIDENCE
RHODE ISLAND
SOUTHEASTERN CONNECTICUT REGION
NEWPORT
NEW HAVEN
CONN TURNPIKE
MERRITT PKWY
BRIDGEPORT
LONG ISLAND SOUND
OCEAN
LONG ISLAND
ATLANTIC
NEW YORK
SPRAGUE
FRANKLIN
LISBON
VOLUNTOWN
GRISWOLD
BOZRAH
NORWICH
PRESTON
SALEM
NORTH STONINGTON
MONTVILLE
LEDYARD
TURNPIKE
EAST LYME
WATERFORD
STONINGTON
CONNECTICUT
NEW LONDON
THAMES RIVER
GROTON
0 3
MILES

LOCATIONAL MAP

SOUTHEASTERN CONNECTICUT REGION

EXHIBIT I

PREPARED BY THE SCRPA STAFF - 1962

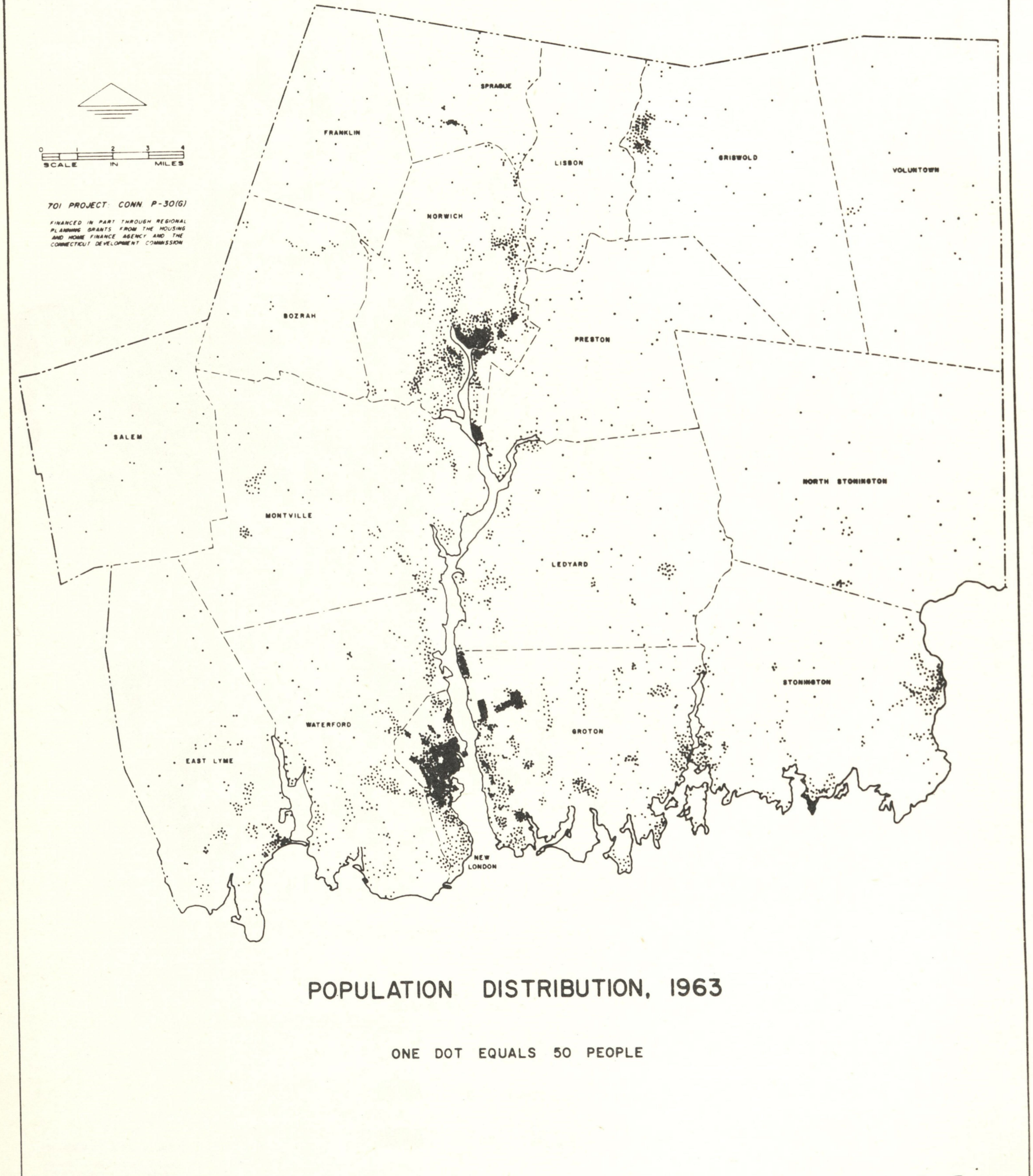
Population Changes 1910-1960

Community	Population and Percent Change in Population by Years											Percent Change
	1910	%	1920	%	1930	%	1940	%	1950	%	1960	1910-1960
United States	92,228,496	14.9	106,021,531	15.0	123,202,624	7.3	132,164,569	14.4	151,325,798	18.5	179,323,175	94.5
Connecticut	1,114,756	23.8	1,380,631	16.4	1,606,903	6.4	1,709,242	17.4	2,007,280	26.3	2,535,234	127.2
New London County	91,253	14.6	104,611	13.7	118,966	5.2	125,224	15.6	144,821	28.3	185,745	103.4
S.E. Conn. Region	85,658	16.2	99,598	14.0	113,537	4.8	119,000	15.3	137,162	27.1	174,412	103.4
Bozrah	361	-0.3	858	0.1	859	5.2	904	27.6	1,154	37.8	1,590	85.0
East Lyme	1,916	19.3	2,291	12.4	2,575	29.9	3,338	15.9	3,870	75.3	6,782	253.3
Franklin	527	4.7	552	10.7	611	9.2	667	9.0	727	34.2	974	84.8
Griswold	4,233	-0.3	4,220	42.4	6,010	-11.1	5,343	7.2	5,728	12.9	6,472	52.9
Groton	6,495	42.1	9,227	16.7	10,770	1.3	10,910	100.4	21,896	36.8	29,957	362.2
Ledyard	1,079	7.4	1,161	-1.5	1,144	24.6	1,426	22.6	1,749	208.2	5,395	399.7
Lisbon	824	5.2	867	26.6	1,097	3.1	1,131	13.3	1,282	57.4	2,019	145.0
Montville	2,804	21.6	3,411	16.4	3,970	29.2	4,135	15.3	4,766	62.7	7,759	176.8
New London	19,659	30.6	25,688	15.4	29,640	2.8	30,456	0.3	30,551	11.9	34,182	74.0
North Stonington	1,100	4.0	1,144	-0.8	1,135	8.9	1,236	10.6	1,367	45.1	1,932	80.2
Norwich	28,219	5.2	29,685	9.3	32,438	5.2	34,140	10.2	37,633	2.3	38,506	36.4
Preston	1,917	42.8	2,743	43.4	3,928	7.1	4,206	-58.0	1,775	181.5	4,992	160.3
Salem	443	-4.3	424	-4.9	403	25.4	504	22.6	618	49.7	925	108.8
Sprague	2,551	-2.0	2,500	1.6	2,539	-10.0	2,285	1.5	2,320	8.1	2,509	-1.6
Stonington	9,154	10.8	10,236	7.7	11,025	-2.1	11,002	7.3	11,801	18.4	13,969	52.6
Voluntown	779	-15.8	656	-0.8	651	7.2	723	14.1	825	24.8	1,029	32.2
Waterford	3,097	27.1	3,935	20.5	4,742	39.1	6,594	53.4	9,100	69.1	15,391	397.0

SOURCE: U. S. Department of Commerce, Bureau of Census, Census of Population 1910 - 1960.
Surface Water Supplies Available in Southeastern Connecticut - April 1962
Metcalf & Eddy

EXHIBIT 2

SOUTHEASTERN CONNECTICUT REGION



0
1
2
3
4
SCALE IN MILES
SPRAGUE
FRANKLIN
LISBON
GRISWOLD
VOLUNTOWN
NORWICH
BOZRAH
PRESTON
SALEM
NORTH STONINGTON
MONTVILLE
LEDYARD
STONINGTON
GROTON
WATERFORD
EAST LYME
NEW LONDON

701 PROJECT: CONN. P-30(G)

FINANCED IN PART THROUGH REGIONAL PLANNING GRANTS FROM THE HOUSING AND HOME FINANCE AGENCY AND THE CONNECTICUT DEVELOPMENT COMMISSION

POPULATION DISTRIBUTION, 1963

ONE DOT EQUALS 50 PEOPLE

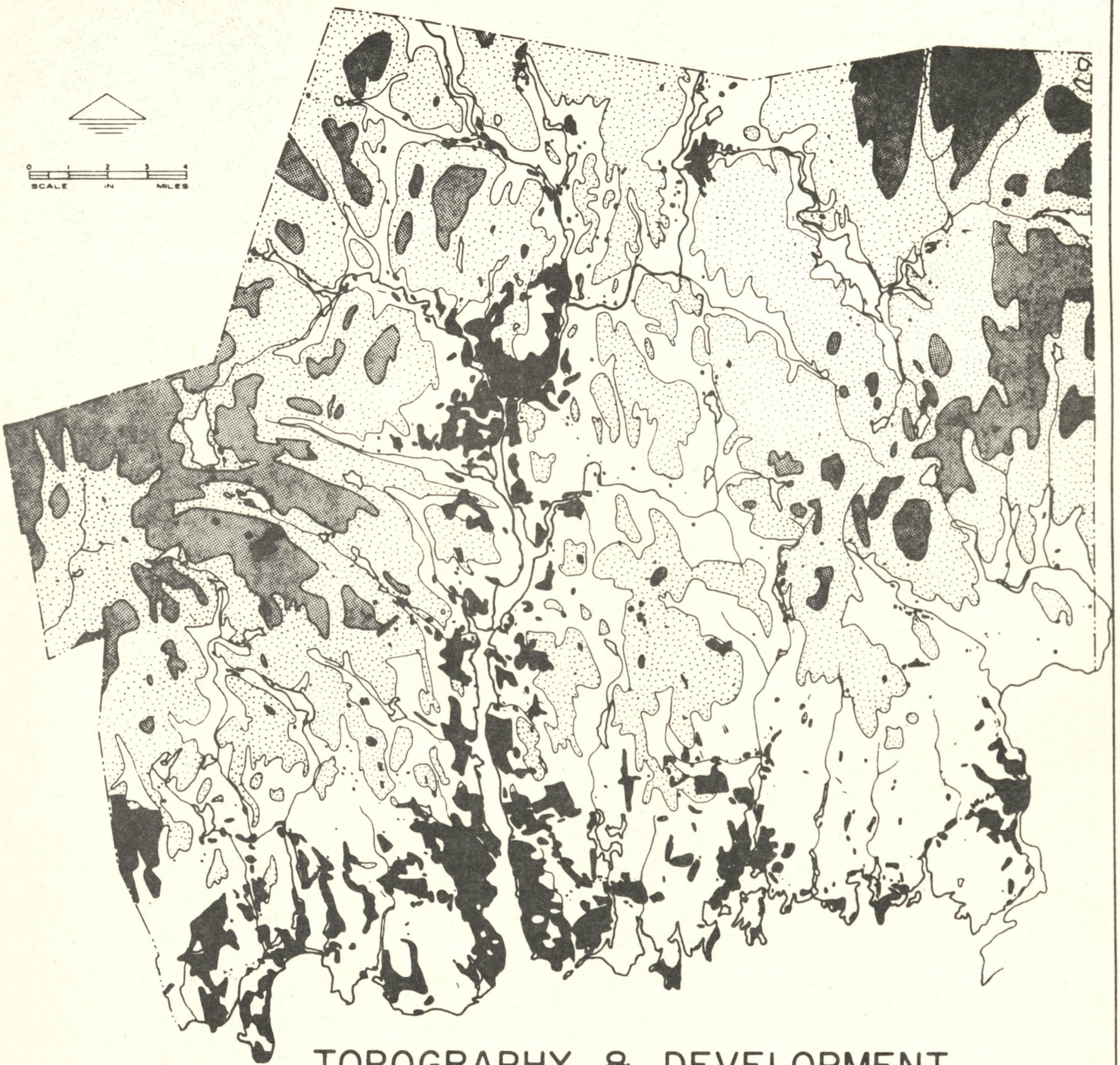
EXHIBIT 3

SOURCES: ENUMERATION DISTRICT DATA FROM
1960 CENSUS & ESTIMATES OF
CONN. DEPT. OF HEALTH.

PREPARED BY THE SCRPA STAFF – 1963

ECONOMIC BASE STUDY
POPULATION STUDY
EXISTING LAND USE STUDY
NEIGHBORHOOD ANALYSIS STUDY

SOUTHEASTERN CONNECTICUT REGION



TOPOGRAPHY & DEVELOPMENT

LEGEND

ELEVATION ABOVE SEA LEVEL

☐ LESS THAN 200 FEET
░ 200 TO 400 FEET
▨ OVER 400 FEET

■ DEVELOPED LAND

EXHIBIT 4

701 PROJECT CONN. P-30(G)

FINANCED IN PART THROUGH REGIONAL PLANNING GRANTS FROM THE HOUSING AND HOME FINANCE AGENCY AND THE CONNECTICUT DEVELOPMENT COMMISSION

PREPARED BY THE SCRPA STAFF - 1963

ECONOMIC BASE STUDY

ECONOMIC BASE STUDY
POPULATION STUDY
EXISTING LAND USE STUDY
NEIGHBORHOOD ANALYSIS STUDY

TABLE OF CONTENTS

Page

SUMMARY 1

INTRODUCTION 5

I. ECONOMIC BACKGROUND, 1650 - 1950 7

II. RECENT ECONOMIC READJUSTMENTS, 1940 - 1960 11

III. POPULATION, LABOR FORCE AND EMPLOYMENT, 1950 - 1960 13

IV. TYPE OF EMPLOYMENT, 1950 - 1960 15

V. COMMUTING EMPLOYEES 20

VI. RETAIL TRADE AND PERSONAL SERVICES 22

VII. WHOLESALE TRADE 27

VIII. SELECTED SERVICES 30

IX. FUTURE ECONOMIC CONDITIONS AND PROJECTIONS 32

APPENDIX

1. Population, Labor Force and Employment, 1950 - 1960 Exhibit 1

2. Type of Employment 1950 - 1960 Exhibit 2

3. Economic Projections, 1960 - 1980 Exhibit 3

- Population
- Labor Force
- Employed Labor Force
- Non-Manufacturing and Manufacturing Employees
- Retail Sales
- Wholesale Trade
- Selected Services

4. Major Industries in New London Exhibit 4

SUMMARY

Following is a summary of the primary factors which have and will continue to influence New London's economic conditions and development potential:

1. Since its settlement in 1646, New London has undergone three distinct changes in its basic economy; from agriculture to fishing, to manufacturing and service.
2. Since 1930, New London's economy has fluctuated widely due to technological advances, resulting in the loss of the textile industry and major employment source, a national depression and two national emergencies.
3. The severe fluctuations in the community's economy have been the result of factors beyond the scope of local control.

4. Since 1955 the economy of New London and the Southeastern Connecticut Region has undergone a series of readjustments and general improvement. At the present time, the economic condition of New London and the Region is considered good.

5. A strong interdependent economic relationship and development potential exists between New London and the Southeastern Connecticut Region.

6. To a large degree, New London has been unable to capitalize on the present economic development potential due to the density of land development and the scarcity of available land within the City.

7. Based on past and present economic indications, New London could well become the major retail-service center in the Southeastern Connecticut Region.

8. New London's future economic development potential is directly related to its ability to clear deteriorated and non-productive areas for new development.

9. In addition to providing cleared land for new development, New London's existing retail-service complex could be materially strengthened by:

   - improved access to New London from the fast growing population areas of Groton, Waterford and the communities along the Thames River Valley;
   - improved and direct access from I-95 to the central business district of New London;
   - improved traffic flow and circulation within the central business district;

- improved parking and transportation facilities within the central business district; and
- improved merchandising and general appearance of the central business district.

ECONOMIC BASE STUDY

INTRODUCTION

No city is a self-contained economic unit. New London exists because it provides certain personal services, sells material, provides a labor force, and manufactures goods for persons living both inside and outside the City.

During the last 300 years New London has witnessed three distinctly different formats in its basic economy, from agriculture to whaling, to manufacturing. Even today, the economy of New London and its environs is constantly changing. The changing course of economic activities has had a profound effect upon the character of the community and its ability to provide essential public facilities, services and other amenities of urban life.

To a large degree, past forces which have generated these economic changes were beyond the control of the community. Natural resources, technological advances or national emergencies are not subject to local opinion or jurisdiction. Thus, an examination of future potential must recognize the impact of the somewhat "uncontrollable" influences upon the City's economy.

There are, however, forces presently being exerted which will also be influential in determining the future economic activities and growth of New London. The growth of "central cities" and the resulting specialization of land use and economic activities is a relatively recent phenomenon. With the unprecedented use of the automobile, massive regional employment centers have diminished the role of local industry and employment. Additionally, national defense production and employment have shown trends toward relative stabilization.

For these reasons it is difficult to develop precise economic projections based on past trends. However, the need to identify the trends and equate their significance may well supply clues to future development opportunities and their effect upon future planning consideration.

I. ECONOMIC BACKGROUND, 1650 - 1950

Since its founding in 1646, New London's economic activities have been constantly changing and becoming more specialized.

1650 - 1750 - Agriculture was the principal economic base of the Region with port-related activities, such as shipping, trade and fishing industries beginning to evolve.

1750 - 1800 - The port activities of fishing and whaling increased and were supported by shipbuilding and small but related manufacturing industries.

1800 - 1850 - The port activities of fishing and whaling, along with the supporting processing plants and related manufacturing industries dominated the entire economic picture. During the same period, the textile industry began its initial growth process and basic employment changed from agriculture to manufacturing.

1850 - 1900 - The domination of the whaling industry was replaced with the domination of the textile industry and the first substantial indications of metal fabrication and mass production industries began to emerge.

1900 - 1950 - This was a period of major economic readjustment. The decline of the textile industry and all related activity produced severe repercussions throughout the entire northeast area.

In reviewing the changes that have occurred in the economic activities of New London during the last 300 years an interesting economic pattern began to evolve, based on a 100 year cycle.

1650 - 1750 - Agriculture dominated economy, gradually evolving into port-oriented activity.

1750 - 1850 - Port-dominated economy gradually evolving in manufacturing industry.

1850 - 1950 - Manufacturing industries transitioning into a defense-related employment and economy.

Based on historical economic activity cycles alone, it would be presumptuous to conclude that New London has entered its next 50 to 100 year cycle, consisting of defense-oriented activity and service employment. However, one must consider, the possibility of the recent economic base change being the forerunner of similar or related activities along with the effect it will have on New London's future role and position in the regional economic development pattern.

II. RECENT ECONOMIC READJUSTMENT, 1940 - 1960

Since 1940, the basic economy of New London and the Southeastern Connecticut Region has undergone a period of major readjustment. With the general decline of the textile industry in the 1940's, much of the City's excess labor supply was utilized in defense industry during World War II. However, after World War II, the curtailment of military production resulted in heavy unemployment.

With the start of the Korean War in 1951, increased military production again relieved the immediate unemployment situation. In addition to the Korean War employment, two new factors bolstered the area's general economy, the vast expansion of Electric Boat's work force and the addition of new chemical firms in nearby Groton.

With increased employment the general economy of New London and the surrounding area has continued to improve for the last 10 years. At the present time the unemployment rate within the New London area is 2.2% and a general labor shortage exists. However, there is concern regarding the area's heavy concentration of employment in a single specialized, defense-oriented industry and the future economic implications that may be involved.

III. POPULATION, LABOR FORCE AND EMPLOYMENT, 1950 - 1960

Within most communities there is a general correlation between the total population and the community's labor force or employable persons. Separation, statistically, of the labor force into the various types of employment assists in determining the principal means of livelihood and economic growth trends.

According to the 1960 Census data, New London had a total population of 34,182 persons. Of this total population, 11,524 were employed and 477 were unemployed, or a total labor force of 12,001 persons. The relationship between total population and labor force is approximately 35% and slightly below the generally accepted norm of 40% - 50%.

A comparison with the 1950 Census data indicated a similar ratio. With a total population of 30,551, the labor force represented 11,380 persons or 37%.

Of the labor force, 10,599 were employed and 781 were unemployed.

Upon further examination, however, it was recognized that an estimated 3,800 college students and enlisted armed forces personnel are residents of New London, who are not considered as part of the civilian labor force. With this adjustment, the community's actual labor force would be approximately 40% of the total population.

Of the 12,001 persons comprising New London's 1960 labor force, 7,614 or 63% were male and 4,387 or 37% were female. Of the 12,001 person labor force, 11,524 or 96% were employed and 477 or 4% were unemployed. Of the 477 persons comprising the unemployed labor force, 320 or 68% were male and 157 or 32% were female, and there does not appear to be a significant difference between the male and female ratio of employment to unemployment.

IV. TYPE OF EMPLOYMENT, 1950 - 1960

Manufacturing employment represents 3,475 persons or 30% of New London's 11,524 employed labor force; of which 2,570 or 73% were male and 905 or 27% were female. Of the 3,475 manufacturing employees, 1,600 or approximately 46% were employed at Electric Boat in Groton in 1960. The remaining manufacturing employees were employed in the following industries.

Manufacturing Employment, 1960

413 - 12% - Chemical Products
371 - 11% - Fabricated Metals
295 - 9% - Apparel
796 - 22% - All other Manufacturing Activities

While 30% of New London's resident employed force is engaged in manufacturing activities, this is less than the 39% estimated for the Southeastern Connecticut Region in 1960. However, it should be noted that in 1950 only 2,171 persons were employed in manufacturing activities, as compared to the 3,475 employees shown in 1960. This represents an increase in manufacturing employment of 1,304 persons or 38%. See listing regarding Major Industries of New London, Exhibit No. 4.

Non-manufacturing employment represented 8,049 employees or 70% of the 11,524 employed labor force in 1960. Within the non-manufacturing employment the major employment groupings are as follows:

Non-Manufacturing Employment, 1960

2,962	37%	Retail Trade
1,859	23%	Personal Services
1,147	14%	Related Personal Services
869	11%	Public Administration
668	8%	Not reported
7,505	93%	
55	1%	Agriculture, Forestry, Fisheries and Mining
489	6%	
544	7%	

From the preceding tabulation, it is apparent that 7,505 or 65% of New London's total employed labor force of 11,524 persons is engaged in retail trade, personal and related services, with the remaining non-manufacturing activities consisting of 544 persons or 5%.

Consequently, it is also apparent that retail trade, personal and related services constitute the major employment activity of New London's employed labor force.

Employment, 1960

All manufacturing employment	-	3,475	30%
Non-manufacturing employment Retail, personal and related services	-	7,505	65%
All other non-manufacturing	-	544	5%
		11,524	100%

The percentage of employment in the retail, personal and related services is considered high in comparison with the general norm of 40% - 50%. However, a comparison with the 1950 Census data indicates that there has been a shifting in the manufacturing and service employment ratio.

Employment, 1950

All manufacturing employment	-	2,172	20%
Non-manufacturing employment Retail, personal and related services	-	7,756	74%
All other non-manufacturing	-	671	6%
		10,599	100%

Essentially, the 10% gain in the 1960 manufacturing employment was offset by a 10% loss in the retail, personal and related service employment. This employment shift was, of course, due to the expansion of the chemical and transportation industries in the immediate area between 1950 and 1960.

In reality, the present retail and personal service employment ratio indicates that New London is serving a much larger population than is contained within the City proper. Additionally, this is also another indication of the community's past and continuing role as a regional retail and service center.

V. COMMUTING EMPLOYEES

Based on traffic interviews and information gathered in 1960 - 1961[1] it is estimated that New London furnishes "in-City" employment for 14,778 persons. This represents 3,254 more jobs than New London's resident employed labor force of 11,524 persons.

It is also estimated that 2,933 or 25% of New London's resident employed labor force commute to employment centers outside of the City while 8,591 or 75% remain in the City. Therefore, New London furnishes employment to 6,187 persons who reside outside the City and commute daily or 42% of the "in-City" employment is provided by non-resident workers.

The mobility and flow of employees, both in and out of the City is a clear indication of the close economic relationship that exists between all communities in the Southeastern Connecticut Region. In addition, with New London furnishing employment to 6,187 non-resident workers, the City is an important employment center to other communities in the Region. In essence, a strong economic and employment interdependence presently exists between New London and the Region.

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[1] Bureau of Census, Southeastern Connecticut Regional Planning Agency

VI. RETAIL SALES AND PERSONAL SERVICES

During the ten year period between 1954 - 1964, retail sales in New London increased from $64,174,000 to $100,067,253. This represents an increase of $35,893,253 or 56%.[2]

During this same period, New London's total population increased from approximately 31,000 to 33,500 persons or 8%.[3] Based on a 1965 population estimate of 33,500, this would produce a per capita retail sales of $2,987 per person.

In comparison, retail sales per capita in 1964 for New London County is $1,413 and for the State $1,565.[4] On this basis it is clearly evident that New London is serving a retail trade of approximately twice its present population requirements. To some extent, the increasing retail sales can be attributed to the general increase in family income during this same ten year period. However, an examination of past retail sales in the Southeastern Connecticut Region shows that New London has always been the Region's prime retail center.

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[2] New London Chamber of Commerce
[3] Connecticut Health Department, estimates interpolated
[4] Connecticut Market Data - 1964

Changes in Total Retail Sales, 1955 - 1962[5]

	1955 Total Sales	%	1962 Total Sales	%	% Change
New London	$ 62,405,000	37.1	$ 81,313,000	34.7	- 2.4
Norwich	61,407,000	36.5	68,341,000	29.2	- 7.3
Groton	16,577,000	9.9	32,899,000	14.1	+ 4.2
Stonington	14,417,000	8.6	31,119,000	13.3	+ 4.7
Griswold	6,073,000	3.6	6,383,000	2.7	- 0.9
Waterford	4,887,868	2.9	10,323,100	4.4	+ 1.5
Montville	2,404,410	1.4	3,856,136	1.6	+ 0.2
	$168,270,278	100.0	$234,234,236	100.0	

While New London leads the Region in total retail sales, it is more important to observe the shift in retail sales. Both New London and Norwich, the two regional shopping centers, have lost retail sales (percentage-wise), while the rapidly developing communities of Groton, Stonington and Waterford are growing in retail sales. This shifting of some retail sales from the older established commercial centers to the newly developing communities is not unusual and is expected to continue for several reasons.

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[5] Connecticut Development Commission

First - With most of the new residential development and population in the New London area occurring in the suburban areas of Groton and Waterford, the potential customers become more remote to the established central shopping centers.

Second - The suburban location creates a need for closer shopping facilities, particularly for the daily or convenience items such as food, automotive and household supplies. The result is immediate and usually successful competition with the established central shopping area because of travel time differences.

Third - This competition for the convenience goods dollar, however, need not apply to other retail and personal service activity such as hardware, clothing, furniture, major household appliances and professional services. These are major purchases which require comparative shopping, a wider range of choice or professional services not available in the suburban shopping center complex. The result is that such selective needs will justify the shopping trip of more than 15 minutes in one-way travel. In addition, shopping goods, professional services and specialty items generally require a greater and more concentrated population than is served by the suburban shopping center.

Retail sales in New London are expected to increase in total dollar volume, although New London's percentage of the total regional retail sales is expected to show a decline as suburban shopping facilities are constructed to serve the suburban population in Groton and Waterford.

Convenience and daily goods - the suburban shopping center's basic commodity - will show a relative decline in the City's total sales volume, while shopping goods, personal and professional services should show an increase in the expanded market and sales total.

VII. WHOLESALE TRADE

Wholesale trade in New London has shown an increase of $9,175,000 or 27% in total sales volume over the last five years. During the same period the State of Connecticut showed a 34% increase in total sales volume, indicating New London has not kept pace with the general growth and expansion of the State. In this respect, it should be noted that the primary wholesaling activity in the State has historically been concentrated in Hartford, New Haven and Bridgeport. The excellent central location of these communities to the rest of the State has discouraged major wholesaling activities elsewhere.

In many respects, wholesale trade is similar to retail trade on a larger geographic scale. As the New London metropolitan area continues to grow, an increase in wholesaling activities requiring a central location are expected to increase.

This trend is becoming evident in New London. Although New London has lost nine non-merchant wholesale establishments between 1958 - 1963, the City also gained five merchant wholesale establishments, which accounted for a $11,916,000 increase in wholesale trade. Thus, merchant wholesale activity has increased 52% in five years.

Wholesale Trade, 1958 - 1963[6]

	Establishments				
	1958	1963	1958	1963	Change
Merchant Wholesalers	54	59	$22,842,000	$34,758,000	+$11,916,000
Other Operating Types	15	6	10,523,000	7,782,000	- 2,741,000
	69	65	$33,365,000	$42,540,000	+$ 9,175,000

In 1958 New London accounted for $22,842,000 or 22% of the Region's $103,389,000 wholesale trade volume.[7] This corresponds very closely to New London's share of the Region's total retail sales and indicates a close correlation between retail and wholesale activity.

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[6] Connecticut Development Commission
[7] Connecticut Development Commission

With New London providing the central location and convenient access to a fast growing population center, the recent trend toward merchant wholesale activity must be considered a definite development potential which would parallel retail sales activity.

VIII. SELECTED SERVICES

Selected services in New London, for the same 1958 - 1963 period as wholesale trade, show basically the same general trends and characteristics. There was a loss of 10 establishments, although an increase of $1,891,000 or 30% in total receipts.[8] This is somewhat lower than the State increase in total selected service receipts of 39% for the same period.

Selected Services, 1958 - 1963

	Establishments	
	1958	1963
Hotels, motels, etc.	11	12
Personal services	106	99
Misc. business services	29	31
Auto repair & services	28	25
Misc. repair services	21	20
Motion pictures	3	2
Amusement & Recreation	28	27
	226	216

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[8] Connecticut Development Commission

	1958	1963	% of increase
New London - total receipts	$ 6,194,000	$ 8,085,000	30%
State - total receipts	$368,044,000	$511,634,000	39%

While the selected services have not kept pace with State growth, selected services, wholesale trade and retail sales in New London show a basic correlation.

IX. FUTURE ECONOMIC CONDITIONS

Projections of any community's future economic conditions are difficult, even where the community has enjoyed a history of economic stability and is relatively self-sustaining. However, specific projections of New London's future activities are even more difficult due to past economic upheavals.

Since 1940 the economy of New London has survived the loss of the textile industry and its major source of employment, ten years of national emergencies and a recent shift to defense-oriented manufacturing and service employment. Nevertheless, the present economy has been able to absorb, readjust and survive under these adverse conditions indicating a general flexibility and inherent economic strength.

While there are limitations to projections based on past economic conditions, there are also general economic trends affecting both New London and the Region that should be recognized.

1. A regional economic interdependence presently exists between New London and the Region regarding employment, retail trade, and general economic conditions. Assuming a continued level of present economic activity, without national emergencies or cutbacks in submarine construction, the general economic condition of both the Region and New London should continue to improve.

2. In addition, with the rapid population growth of Groton and Waterford, New London's role as a regional shopping and service center should continue and improve due to its central location provided the community is able to provide cleared land for new development, improved access from I-95 to the central business district, and improved circulation and parking facilities in the central business area. The present redevelopment

activities will be of great assistance in accomplishing these improvements.

3. Due to the present high percentage of land development in New London, an increase in total population to 35,800 by 1980 and 40,200 by the year 2000 is anticipated. Additional population will be primarily the result of increased multi-family apartment construction.

4. The Southeastern Connecticut Region is expected to increase in population to a 1980 level of 230,000 persons.[9]

Based on the above assumptions and past economic trends, the following economic conditions are projected from the 1960 level to 1980.

Labor Force - With an increase in population to 35,800 persons in 1980, the total labor force is expected to increase from its 1960 level of 12,001 persons to 14,320 persons by 1980 or 40% of the total population.

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[9] Technical Report 131,
Connecticut Development Commission, 1962

Employment - Based on a 5% unemployment estimate, the employed labor force should increase from its 1960 level of 11,524 persons to 13,604 in 1980. Of the 1980 employed labor force, manufacturing employment is expected to increase from its 1960 level of 3,475 persons to 4,661 or 35% of the employed labor force. Non-manufacturing employment is expected to increase from 8,049 employees to 8,943 or 65% of the 1980 employed labor force. Of the 8,943 non-manufacturing employees 60% or 5,365 are expected to be employees in retail trade, personal and related services. Admittedly, projected manufacturing employment on a percentage basis is slightly lower than the 1960 level, while the non-manufacturing employment percentage is higher than expected, particularly in the retail and personal service areas. However, this is a prime characteristic of New London's past employment trend due to its service oriented function in the Region.

Retail Sales and Personal Services - Retail sales have increased from $64,174,000 in 1954 to $100,067,253 in 1964 or an increase of 56% during the ten year interval. However, New London's share of the total retail sales in the Region has decreased from 37% to 33%.[10/] This reflects the national trend of central cities and is expected to continue. Projecting this trend to 1980 would produce a total retail sales in New London of $218,556,166. However, as previously stated, this projection is subject to New London's ability to capture its share of the regional sales market by improving its central business area and supporting facilities.

Wholesale Trade - Wholesale trade is expected to increase from its 1963 level of $42,540,000 to $73,735,000 by 1980. In general, wholesaling is expected to increase at a faster rate than retail sales due to New London's central location in the Region and between two rapidly growing communities.

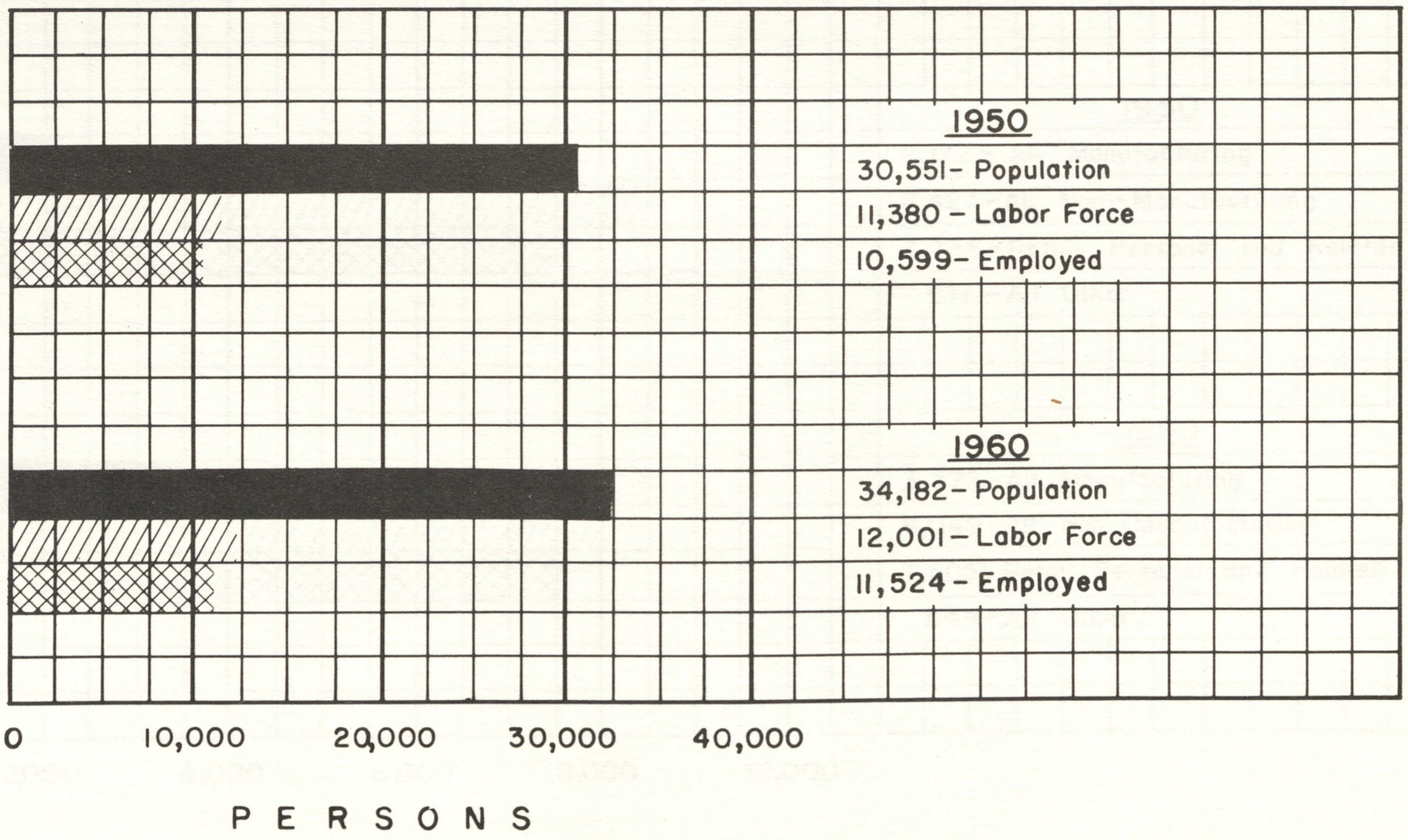
[10/] Chamber of Commerce, Market Data - 1964

Selected Services - Selected services have not shown a distinct trend during the last seven years although they have shown a close correlation with total retail sales. On this basis selected service receipts are expected to increase from its 1963 level of $8,085,000 to $14,434,000 in 1980.

APPENDIX

EXHIBIT NO. 1

POPULATION, LABOR FORCE & EMPLOYMENT, 1950-1960 1/

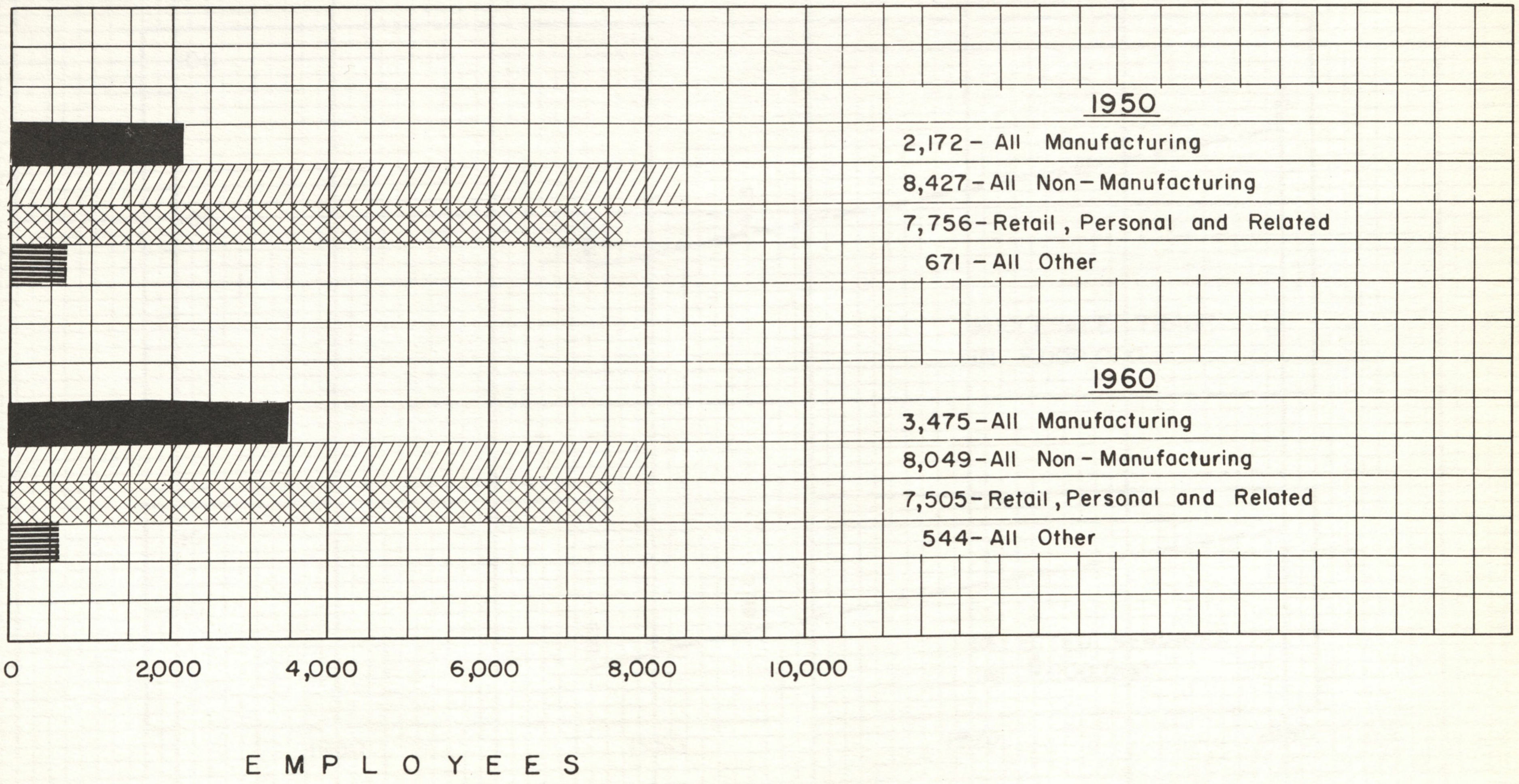


1/ U.S. Census Data, 1950-1960

Exhibit No. 1

EXHIBIT NO. 2

TYPE OF EMPLOYMENT, 1950-1960 1/



1/ Employed Labor Force
U.S. Census Data, 1950-1960

Exhibit No. 2

EXHIBIT NO. 3

ECONOMIC PROJECTIONS, 1960 - 1980

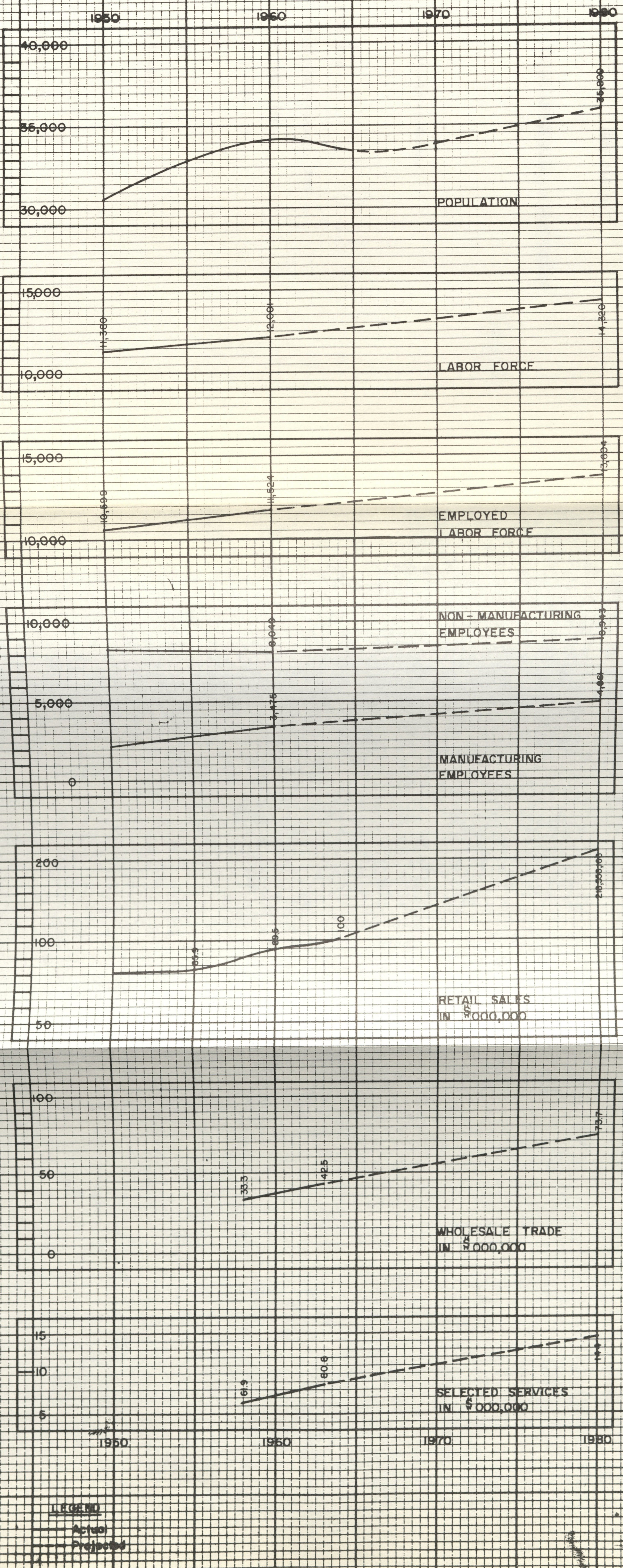


Exhibit No. 3

EXHIBIT 4

MAJOR INDUSTRIES OF NEW LONDON[1]

	Employees
Food	
The deRedon Food Products Corp.	25
Apparel	
Bailey & Staub, Inc.	10
Bedge Brassiere Manufacturing, Inc.	85
Garfield Belt Company, Inc.	95
Hendel Manufacturing Co., Inc.	100
Laurel Togs, Inc.	25
Lora Dress Company	25
S. Weinberger & Company	30
Fabricated Metals	
Crown Manufacturing Corp.	20
The Sheffield Tube Corp.	600

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[1] New London Chamber of Commerce, 1965

	Employees
Fabricated Metals (cont'd)	
The Thames Stamping & Punching Co.	12
Thames Valley Steel Corp.	85
Union Sheet Metal Works	6
Machinery	
The Whiton Machine Co.	100
Electrical Equipment	
AVCO Corporation/Marine Electronics Office	23
Crescent Communications Corp.	25
Lumber and Wood	
Nassetta Bros., Inc.	10
Paper	
Thames River Tube Company, Inc.	17
Printing and Publishing	
Vision, Inc.	125
Day Publishing Company	125
Transportation Equipment	
Thames Shipyard, Inc.	40

	Employees
Miscellaneous Manufacturing Industries	
Jayfro Athletic Supply Co., Inc.	9
New London Mills, Inc.	200

MAJOR INDUSTRIES IN THE NEW LONDON LABOR MARKET AREA [2/]

	Employees
Textiles	
New London Textile Print Works, Inc.	60 - 100
Pataganset Finishing Co., Inc.	140
A. Wimpfheimer & Bro., Inc.	350
Paper	
Continental Can Company, Inc.	150
Robertson Paper Box Company, Inc.	400
Sonoco Products Company	115
Printing and Publishing	
National Foremen's Institute	250
Chemicals	
Dow Chemical Company	213
Chas. Pfizer & Co., Inc.	1,850
Rubber and Fabricated Plastics	
Monsanto Company, Packaging Division	159

[2/] 100 employees or more.

	Employees
Primary Metals	
Arwood Corporation	230
Fabricated Metals	
The Kellems Company, Inc.	125
Machinery	
The Cottrell Company	750
Davis-Standard	350
Electrical Equipment	
Douglas Randall, Inc.	220
Yardney Electric Corp.	400
Transportation Equipment	
Electric Boat	17,400
Instrument and Clocks	
Thomas G. Faria Corp.	120

POPULATION STUDY

TABLE OF CONTENTS

Page

SUMMARY 1

INTRODUCTION 4

I. POPULATION GROWTH, 1810 - 1960 7

II. RECENT POPULATION TRENDS, 1950 - 1965 10

III. POPULATION CHARACTERISTICS, 1950 - 1960 15

Natural Increase vs. Migration 16

Households 17

Sex and Race 18

Age 20

Income 22

Education 24

Population Density 25

IV. POPULATION PROJECTIONS, 1960 - 2000 29

SUMMARY

Following is a summary of the pertinent factors which have, and will continue to affect New London's future population growth:

1. Since 1950, New London's total population has fluctuated. These fluctuations were primarily due to improved economic conditions and resulted in a heavy migration of people into the community, particularly between 1955 - 1960.

2. Since 1960, New London's total population has shown a slight decline. This decline, however, is not due to adverse economic conditions, but rather the lack of available and developable land for new residential construction.

3. The lack of developable land for residential purposes, plus other factors such as the growing obsolescence and non-marketability of the older dwelling units, the migration of the larger

families to the suburbs and their replacement by small families or single persons, along with the demand for non-residential land uses will continue to produce a stable or slight decline in total population until apartment construction is able to satisfy the housing demand.

4. There have been no major changes in New London's population characteristics during the last ten years regarding households, sex and race. However, the age and income population characteristics have shown changes generally associated with a "central city" complex.

5. New London's population density of 9.4 persons per acre is the highest of any city in the Southeastern Connecticut Region and is exceeded only by four other cities in the State. The high population density is another indication of New London's emerging "central city" composition. In addition, the areas of deteriorated housing

have a marked influence on the population density in the respective areas.

6. New London's future population growth will depend upon two prime factors: continuation of the Region's present economic conditions and New London's ability to clear deteriorating areas for new residential development.

7. Based on recent estimates of the Region's future population and adjusted to New London's 1965 population estimate of 33,300, future city population projections are as follows:

1970 - 33,600

1980 - 35,800

2000 - 40,200

8. If widespread apartment development takes place, the present estimates would be adjusted upwards, probably by 10% in 1970 - 1980; and by the year 2000 the population figure may exceed 50,000.

POPULATION STUDY

INTRODUCTION

The study of a community's past and present population is useful in determining growth rates, regional relationships and future population projections. When these projections are related to present conditions and existing facilities they serve to determine the future demands for water, sewer, school, park, and the many other public facilities which must be provided by the community. The difference between the current provisions and future requirements represents deficiencies which the City must plan to eliminate.

There are two basic methods which will produce an increase in population: natural increase, or an excess of births over deaths; and migration, an excess of people moving into the community as compared to those moving out of the community - or any combination of the two methods. By the same token, a decline in population

APPENDIX

results when the opposite situations or combination occurs.

New London's population has both increased and declined during the last fifteen years, due primarily to the migration process. In the past, economic conditions have been the primary factor which created the population fluctuations. However, the lack of land for residential development, migration of the larger families to the suburbs, the demand for non-residential land uses, and New London's emerging "central city" characteristics are all recent factors which, in combination, are creating a stabilized or slightly declining population situation.

The present decline in population should not be considered as an adverse condition. In fact, many communities are attempting to stabilize their population growth to relieve overburdened water, school, sewer, and other community facilities which are directly related to personal needs. In addition, many communities in an attempt to relieve the increasing financial strain are soliciting developers to clear obsolete, deteriorated and non-marketable structures and rebuild new residential commercial complexes which will produce a greater tax revenue and improve the general community welfare.

Consequently, a stabilized or declining population may well offer New London a timely opportunity to concentrate on community improvement rather than to continue to meet the increased financial and public service needs necessitated by additional population.

I. POPULATION GROWTH, 1810 - 1960

During the 100 year period between 1810 - 1910, New London increased its total population from 3,238 in 1810 to 19,659 persons in 1910. This represents an increase of 16,421 persons for the 100 year period.[1]

From 1910 to 1960, the community's total population increased from 19,659 to 34,182 or 14,523 persons. This represents a 50 year increase of 74% and approximately the same amount of total increase as occurred during the preceeding 100 year period.

However, an examination of Exhibit No. 1, based on ten year increments, shows that the 1910 - 1960 population growth rate can be separated into three distinct phases.

1/ U.S. Census Data
Connecticut State Register and Manual, 1965

1910 - 1930 - A period of rapid population growth and land development, corresponding with the development of the textile industry and industrialization of the Region's economy.

1930 - 1950 - A period of almost complete population stability due to the national depression and the decline of the textile industry, which was later offset by national emergencies and defense production.

1950 - 1960 - An overall increase in population growth due to increased defense and other employment opportunities in the Region.

From the graphic representation shown by Exhibit No. 1, it is apparent that the past population growth of New London has been primarily influenced by economic conditions and employment opportunities in the general area.

There has also been a striking similarity between the past population growth of New London and the total population and growth rate of the Southeastern Connecticut Region. New London's rapid growth, stabilization and recent increase in population are a reflection of the Region's general growth pattern. This is a clear indication of the close correlation that exists between New London and the Region regarding economic interdependence and population growth. In addition, these same factors and relationships will continue to have a dominating effect on New London's future population, economic growth and development potential. See Exhibit No. 2.

II. RECENT POPULATION TRENDS, 1950 - 1965

A closer examination of New London's 1950 - 1965 population growth pattern shows major fluctuations, which the ten year Census data is unable to provide. Based on annual population estimates by the Connecticut State Department of Health, expanded employment opportunities in the New London area between 1958 - 1960 produced a dramatic change in the City's population and growth curve. See Exhibit No. 3.

However, the unusual characteristic of New London's 1950 - 1965 population growth is the sudden stabilization between 1960 - 1962, followed by a slight decline in population between 1962 and 1965.

From a recent low of 31,000 persons in 1965, New London's population showed only slight gains of approximately 100 persons per year until 1958. With improved economic conditions and increased employment opportunities, the City's total population increased sharply from 31,200 in 1958 to 34,182 in 1960 or an increase of 2,982 persons in a two year period. This rapid acceleration of population growth is an excellent example of the effects that improved employment opportunities will have on a community's population growth and the economic interdependence that exists between the various communities in the Southeastern Connecticut Region.

The sudden stabilization of New London's population growth between 1960 - 1962 is most unusual, and is attributed to two prime factors. First, the existing housing supply became saturated and the community was unable to absorb the sharp increase in additional housing demands. Secondly, new residential development was unable to absorb the additional demand due to lack of available or developable land within the community. As a result, New London's sharp increase in population terminated in 1960 and remained stable until 1962.

From 1962 - 1965 New London has indicated a decline of 882 persons in total population. This slight decline is not attributed to adverse economic or employment conditions, but rather, the "central city" population and land use characteristics which New London is beginning to acquire. This characteristic is not unusual when a community has reached or approaches a horizontal saturation level and is limited or restricted in physical growth by the lack of land development opportunities.

Since 1950, certain population and land use trends between a "central city" and the surrounding suburban areas have become evident on a nationwide basis. In general, most "central cities" have shown a slight decline in total population while the suburban areas have shown a significant growth rate. In most instances the slight decline in "central city" population is the result of certain factors which also apply to New London.

1. The growing obsolescence of many existing and deteriorating dwelling units has resulted in increased vacancies and non-marketable housing facilities.

2. With fixed City boundaries and a limited developable land area and housing supply available, there has been a general migration of some families to the suburban areas.

3. This migration usually consists of the larger or growing families who require expanded housing facilities. As a result, the vacated housing units are generally occupied by smaller families or single persons, and thereby reduce the community's total population.

4. The increased demand for commercial and other non-residential land use development in the "central city" generally result in the older, centrally located multi-family apartments being razed to accommodate the new non-residential developments.

There are statistical indications that New London's recent population decline is already beginning to stabilize. From an estimated loss of 300 persons between 1962 - 1963 the decline has been cut to 200 persons between 1964 - 1965. On this basis the decline should "bottom out" in 1967 - 1968 with a total population of 33,200, depending upon the amount of residential construction started within the City during the next ten years.

III. POPULATION CHARACTERISTICS, 1950 - 1960

During the ten year period between 1950 - 1960, New London's total population increased from 30,551 to 34,182 persons. This represents an increase of 3,631 persons or 11.9%. This percentage increase was less than the growth rate of the Southeastern Connecticut Region which experienced a 27.2% increase and the State growth rate of 26.3% during the same period.

The primary reason for difference in growth rates between New London, the Region, and the State was due to New London's limited supply of developable land to accommodate new residential construction. A secondary reason for New London's lower growth rate is the migration of the larger families to the suburbs and the replacement by small families or single persons.

Natural Increase vs. Migration

Between 1950 - 1960 there were a total of 7,558 births and 3,447 deaths[2/] recorded for New London residents. This constituted a natural increase of 4,111 persons, while the actual increase in total population was 3,631 persons. The difference between the natural increase and the actual increase in population is out-migration, which constituted 480 persons over the ten year period. See Exhibit No. 4.

EXHIBIT NO. 4

Natural Increase vs. Migration
1940 thru 1964 2/

		1940 thru 1949	1950 thru 1959	1960 thru 1964	Total
Births	-	6,097	7,558	4,183	17,838
Deaths	-	3,416	3,447	1,835	8,698
Natural Increase	-	2,681	4,111	2,348	9,140
Total Population Increase	-	95	3,631	683	3,726
Out-Migration	-	2,586	480	1,665	5,414

2/ Connecticut Department of Vital Statistics - 1967

A closer examination of the natural increase data, as shown by Exhibit No. 5, indicates a significant increase in the birth rate since 1952 while the death rate has remained relatively stable. The sharp increase in births since 1952 corresponds with the general rise in population, economic conditions and employment that was experienced during this same period.

Consequently, it is apparent that the total increase in population between 1950 - 1960 was due to a combination of both natural increase and in-migration. However, during the period between 1960 - 1965 while the birth rate continued to exceed the death rate, the total population stabilized and began to show a slight decline, indicating an out-migration of population.

Households

The trend towards a smaller family size in New London is verified by the 1960 Census information. In 1960 there was a total of 9.981 households in New London, housing a total of 29,406 persons or 86% of the total population. This represents a 13.9% increase in households since 1950 and an average of 2.95 persons per household. In comparison with suburban communities, Groton has 3.38 persons per household and Milford has 3.54 persons per household. Hartford, another "central city", has 2.86 persons per household with the average for the Southeastern Connecticut Region being 3.29 persons per household.

Sex and Race

In accord with the 1960 Census data, 17,571 or 51.5% of the total population were male and 16,611 or 48.5% were female. The 960 person difference is attributed to the predominance of males who are students and members of the armed forces that reside in New London.

Of the total population, 16,162 or 47.4% were white males and 15,339 or 44.8% were white females. Combined, the white population constituted 31,501 persons or 92.2% of the total population.

The non-white male population total was 1,409 or 4.1% while the non-white females totaled 1,272 or 3.7% of the total population. Combined, the non-white population constituted 2,681 or 7.8% of the total population. See Exhibit No. 6.

Exhibit No. 6

Population - Sex and Race, 1960 [3]

White		
Male	16,162	47.4%
Female	15,339	44.8%
Totals	31,501	92.2%
Non-White		
Male	1,409	4.1%
Female	1,272	3.7%
Totals	2,681	7.8%

3/ U.S. Census Data - 1960

There does not appear to be a significant difference between the white and non-white population characteristics regarding the male and female ratios. By the same token, the household characteristics by race are remarkably similar.

Of the 9,981 households in New London, 9,255 or 93% are white and 726 or 6% are non-white. Combined, these households accommodate 29,406 persons or 86% of the total population. The remaining 4,776 persons or 14% of the total population are housed in group quarters.

Age

With New London's population increase between 1950 - 1960 of 3,631 persons, there were changes in age composition. Between 1950 - 1960 the pre-school and school age population, along with the 65-and-over age groups, continued to show moderate increases. However, the 18 - 64 age group showed a significant 3.8% decline.

Exhibit No. 7 indicates that the age composition of the population is becoming both younger and older at the same time.

This paradox is due to the fact that the "central city" attracts the single, young married, and elderly persons who desire a central location because of convenience, apartment units, or close proximity to employment, shopping and other daily services; while the young and middle age families with children tend to migrate to the suburbs.

Exhibit No. 7

Population - Age, 1950 - 1960 [4]

Age	1950	%	1960	%	Increase	% of Change
Under 5	2,616	8.6	3,259	9.5	643	0.9
5 - 13	3,506	11.5	4,497	13.1	991	1.6
14 - 17	1,475	4.8	1,749	5.1	274	0.3
18 - 64	20,073	65.6	21,123	61.8	1,050	- 3.8
65 - over	2,881	9.5	3,554	10.5	673	1.0
	30,551	100.0	34,182	100.0	3,631	

---

[4] U.S. Census Data, 1960

The major increase in the various age groups between 1950 - 1960 occurred in the under 18 years of age. This age group increased from 7,597 or 24.9% in 1950 to 9,505 or 27.7% in 1960.

This increase in the younger or school age segment of the population has lowered the median age of New London's population from 31.5 years in 1950 to 28.7 years in 1960.

Income

The 1959 median family income of New London was 6,098. When compared with other standards, New London is 8% higher than the national median income of $5,600, but lower than the State level of $6,887.

Exhibit No. 8

Population - Median Family Income, 1959 5/

Median Income	Families	%		U.S. %
$0-$ 2,999	1,149	14.5		23
$3,000-$ 5,999	2,705	34.4)	---	65
$6,000-$ 9,999	2,620	33.2)		
$10,000-$14,999	988	12.5)	---	12
$15,000-Over	428	5.4)		
	7,890	100.0		100

Of the total families in New London, only 14.5% had incomes of less than $3,000, which is considerably less than the national median of 23%. By the same token, 17.9% of the New London families had incomes of $10,000 and over, which is significantly more than the national median of 12.0%. The number of New London families with an income range of $3,000 to $9,999 represents 67.6% and is basically the same as the national percentage of 65%. See Exhibit No. 8.

5/ U.S. Census Data - 1960

Education

Total school enrollment in 1960 was 7,877 persons or 23% of New London's total population and accounted for 82.5% of all persons between 5 - 17 years of age.

Public school enrollment totaled 6,942 or 88.1% of the total school enrollment, while private school enrollment totaled 935 students or 11.9%. See Exhibit No. 9.

Exhibit No. 9

Population - School Enrollment, 1960 [6/]

	Kindergarten	Elementary	High School	College	Total	%
Public	513	3,284	1,153	1,992	6,942	88.1
Private	22	630	283	---	935	11.9
TOTAL	535	3,914	1,436	1,992	7,877	100.0
Percentage	6.8	49.5	18.2	25.5	100.0	

[6/] U.S. Census Data - 1960

The median school year completed by all persons 25 years and over was 10.9 years. The New London educational level of 10.9 years is slightly higher than the Southeastern Region level of 10.6 years and the State level of 9.7 years of schooling.

In addition the higher educational level of the New London population is also evidenced by the fact that 42.6% of the 25-and-over age group have completed four years of high school or more, as compared with the Southeastern Region percentage of 33.1% and the Statewide percentage of 29.6%.

Population Density

With a land area of 6.1 square miles and a 1960 population of 34,182, New London has 5,603 persons per square mile.

New London is the most densely populated community in the Southeastern Connecticut Region. In comparison, Norwich with 1,370 persons per square mile ranks second in the Region. In fact, New London's population density, on a Statewide basis, is exceeded only by Hartford, New Haven, Bridgeport and New Britain.

Based upon 1960 Census data, the population within each of the City's 31 enumeration districts was tabulated and the acreage area of each district calculated. From the population and area figures, the density of population for each of the enumeration districts was determined. The graphic presentation of New London's population density by enumeration district is shown on Exhibit No. 10.

The population density of New London, in persons per acre, ranged from a low of 2.1 and 2.4 in the northern portion of the City to a high of 41.3 in the Green Street area. This pattern of population density is not unusual for an urban community approaching the "central city" composition. In general, it is characteristic for the low density areas to be located at the extreme limits of the community, while the high density areas are located around the central business district with the remaining areas being of medium density.

The direct correlation between population density and the existing land use pattern is unmistakable. The low density areas, having between 0 - 5.9 persons per acre, are generally single family dwellings on relatively large lots. The southern portion of New London is characteristic of this type of development. However, the low density areas in the northern portion of New London are primarily the result of a large cemetery and educational institution land holding and rough topography which is not conducive to medium density residential development.

The medium density areas, having between 6.0 - 23.9 persons per acre, consist of single family dwellings on small lots intermingled with large single family structures which have been converted to two and three family dwelling units. It is this type of residential land use which constitutes the major portion of New London's land area and resulting population density.

The high population density areas, having 24.0 or more persons per acre, are concentrated in three small but separated locations surrounding the central business district. The high density areas in New London generally consist of three story commercial structures with dwelling units on the top two floors, intermingled with large multi-family residential structures on small lots. Once again, the character of New London's high density areas is similar to that found in most communities.

In summary, other than a population density that is higher than normally found in most communities, which is a direct result of New London's limited land area and high development ratio, the relationships between land use and population density must be considered as typical.

IV. POPULATION PROJECTIONS, 1960 - 2000

In reality, an increase or decrease in New London's future population depends entirely upon factors which are not directly related to past growth, recent trends, direct ratio or other forms of statistical projections.

The future long range population and economic growth of New London is directly related, however, to the continued economic development presently occurring in the Southeastern Connecticut Region. Past economic conditions have produced wide fluctuations in the City's total population, as evidenced by the five year period between 1955 - 1960. With the Region's heavy dependence on defense oriented employment, projections of the Region and New London's future economic and population growth are to some degree related to future world events.

In addition, with fixed boundaries and a scarcity of developable land, New London must depend on its ability to clear deteriorating areas in order to construct new high density housing developments, sufficient to satisfy the future housing demand. The rapidity or magnitude of these actions are to a large extent dependent upon local public opinion and cannot be predicted.

The similarity and relationship between the Region's growth rate and New London's growth rate is expected to continue, although the recent and projected decline in City population must be recognized.

In 1920 New London's population comprised 26% of the total population in the Southeastern Connecticut Region. In 1960 New London's share of the Region's total population had declined to 19.5% or a decline of 6.5% over a 40 year period. By projecting the same 40 year, City to Region relationship, New London would constitute 13% of the Region's total population by the year 2000 or 43,000 persons. This represents an increase of 8,818 persons over the 1960 population level of 34,182 persons or an average increase of 220 persons per year.

However, as the recent 1960 - 1965 population estimates indicate, New London's present population will continue to decline with the migration of the larger families to the suburbs and the growing obsolescence and non-marketability of the older residential units which presently exist.

This present decline is expected to continue until 1967 - 1968 when it should "bottom out" at 33,200 and begin its normal or projected rate of increase of 220 persons per year.

Therefore, adjusting this average rate of increase from the 1968 estimated level of 33,200 persons would produce a 1970 population estimate of 33,600, 1980 of 35,800 and the year 2000 of 40,200 persons. This is well within the population estimate ranges made by other agencies using a variety of projection methods. See Exhibit No. 11.

Exhibit No. 11

Population Projections, 1960 - 2000

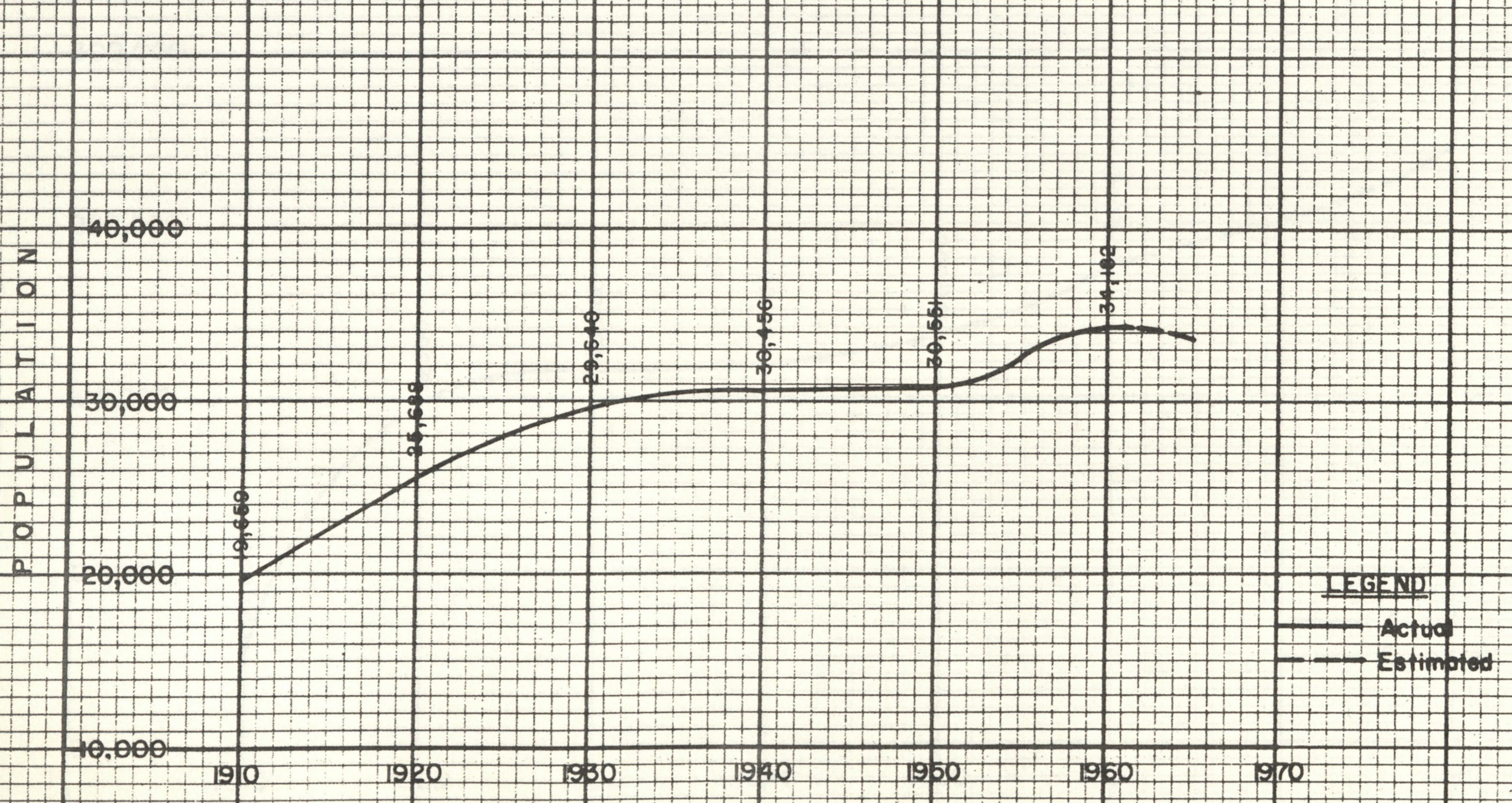
	1920	1960	1965	1970	1980	2000
New London	25,688	34,182	33,300	33,600	35,800	40,200
% of Region	26.0	19.5	-	-	15.0	13.0
Region	99,598	174,412	-	-	243,766	329,600

In the event that economic conditions continue an upward trend and renewal activities increase along with substantial apartment development, the result would be a marked increase in the present population estimates. It is estimated that the 1970 and 1980 population figures could be increased by 10% - 15% and the year 2000 by 30% - 50%.

APPENDIX

1. New London Population, 1910 - 1960 Exhibit 1
2. Region Population, 1910 - 1960 Exhibit 2
3. Population, 1950 - 1965 Exhibit 3
4. Natural Increase, 1940 - 1964 Exhibit 5
5. Population Density Exhibit 10
6. Population Projections, 1960 - 2000 Exhibit 12

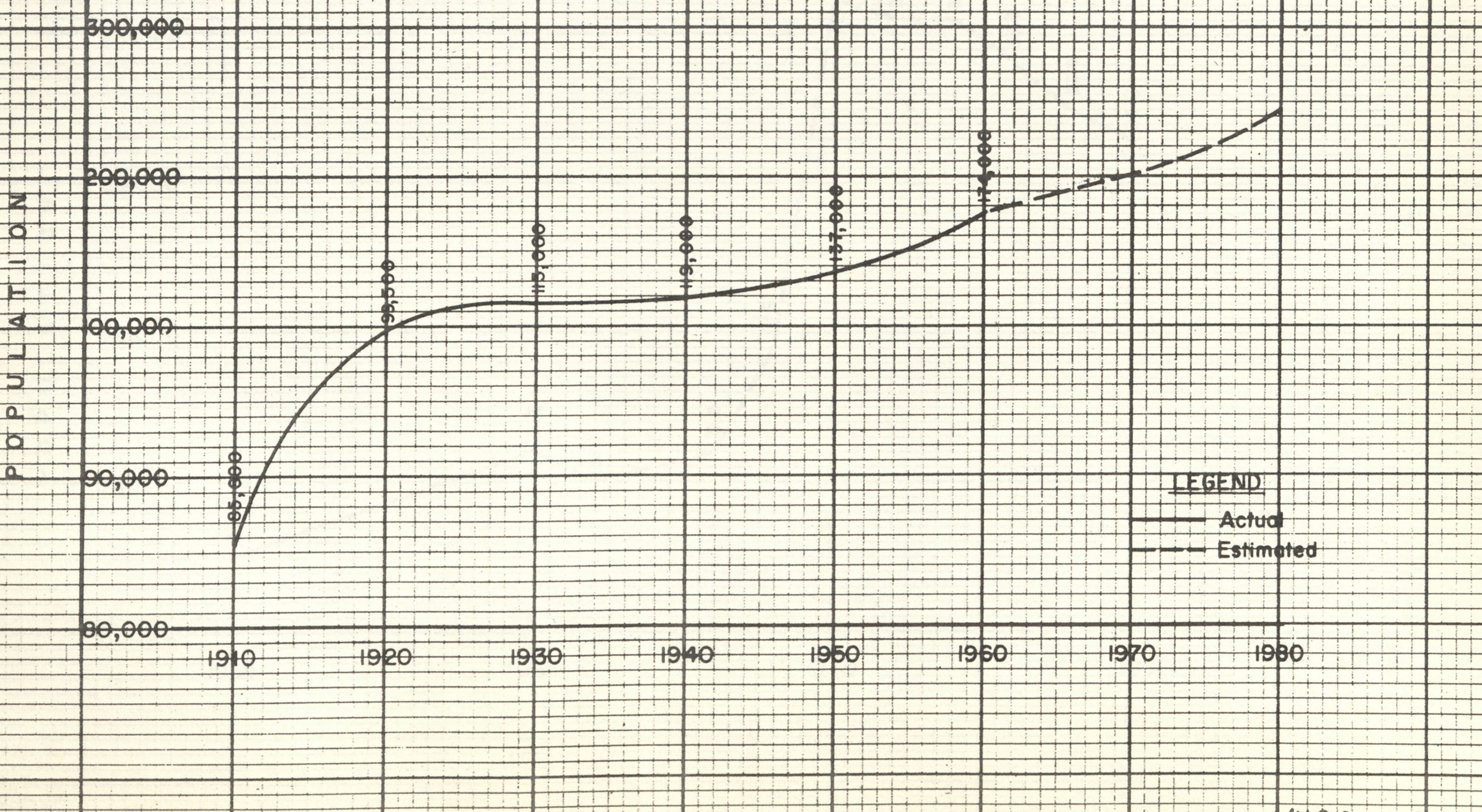
EXHIBIT NO. 1
NEW LONDON, CONNECTICUT
POPULATION, 1910-1965 1/



1/ U.S. Census Data

Exhibit No. 1

EXHIBIT NO. 2
SOUTHEASTERN CONNECTICUT REGION
POPULATION, 1910-1980[1]

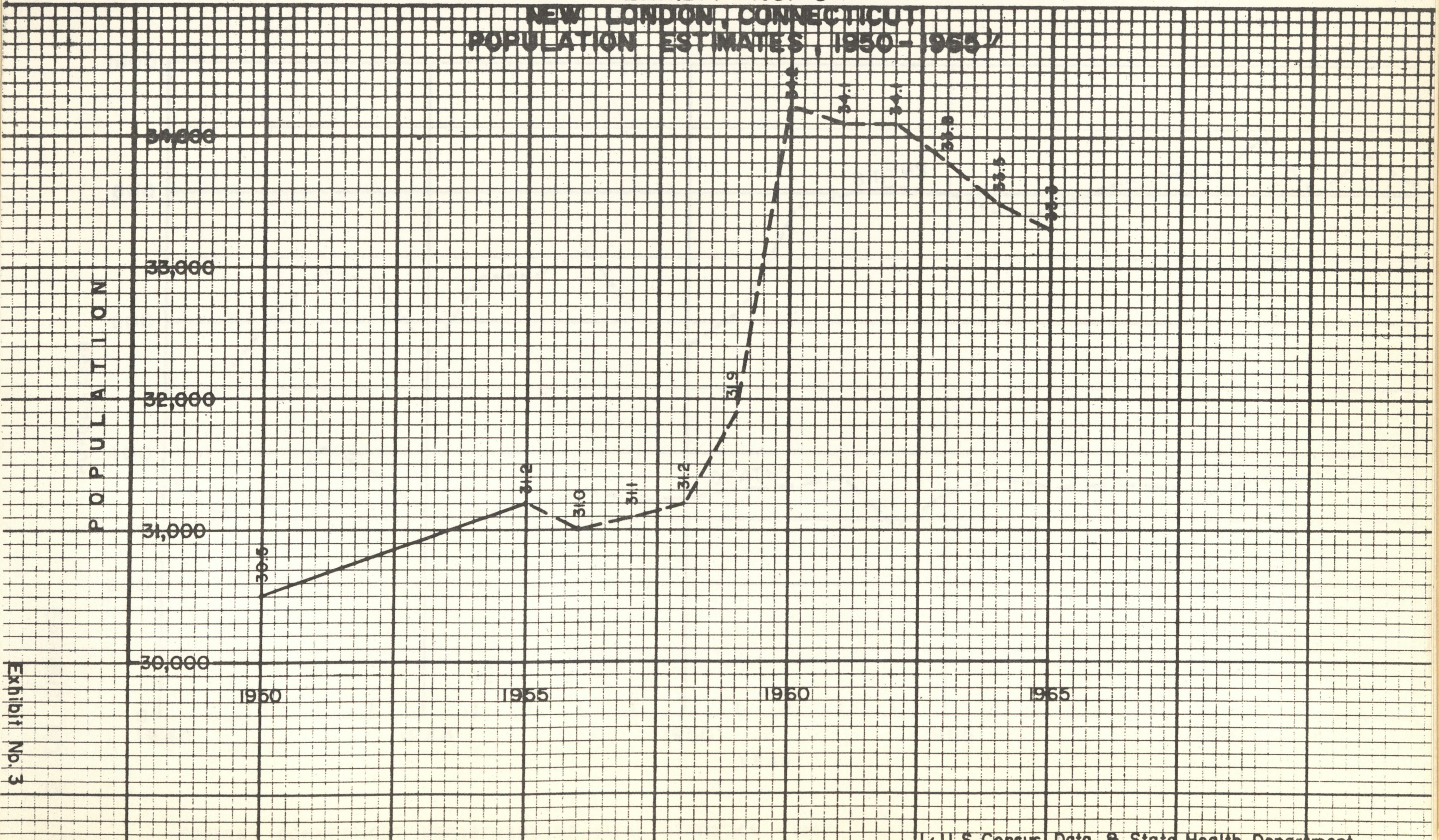


[1] U.S. Census Data

Exhibit No. 2

EXHIBIT NO. 3

NEW LONDON, CONNECTICUT
POPULATION ESTIMATES, 1950 - 1965 1/



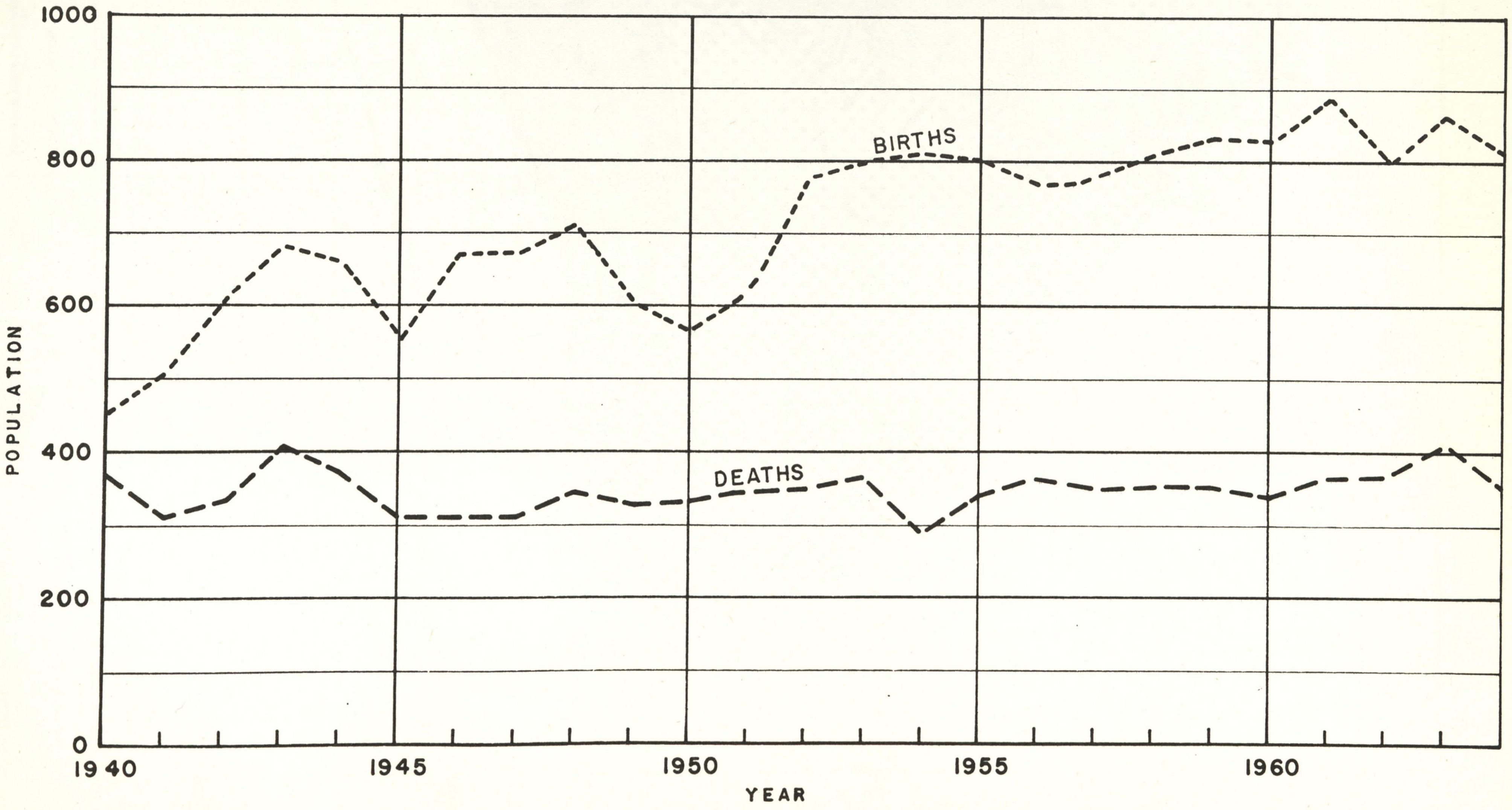
1/ U.S. Census Data & State Health Department

Exhibit No. 3

EXHIBIT NO. 5

NEW LONDON, CONNECTICUT

POPULATION - NATURAL INCREASE, 1940 - 1964



SOURCE : CONNECTICUT DEPARTMENT OF VITAL STATISTICS - 1967.

EXHIBIT NO. 5

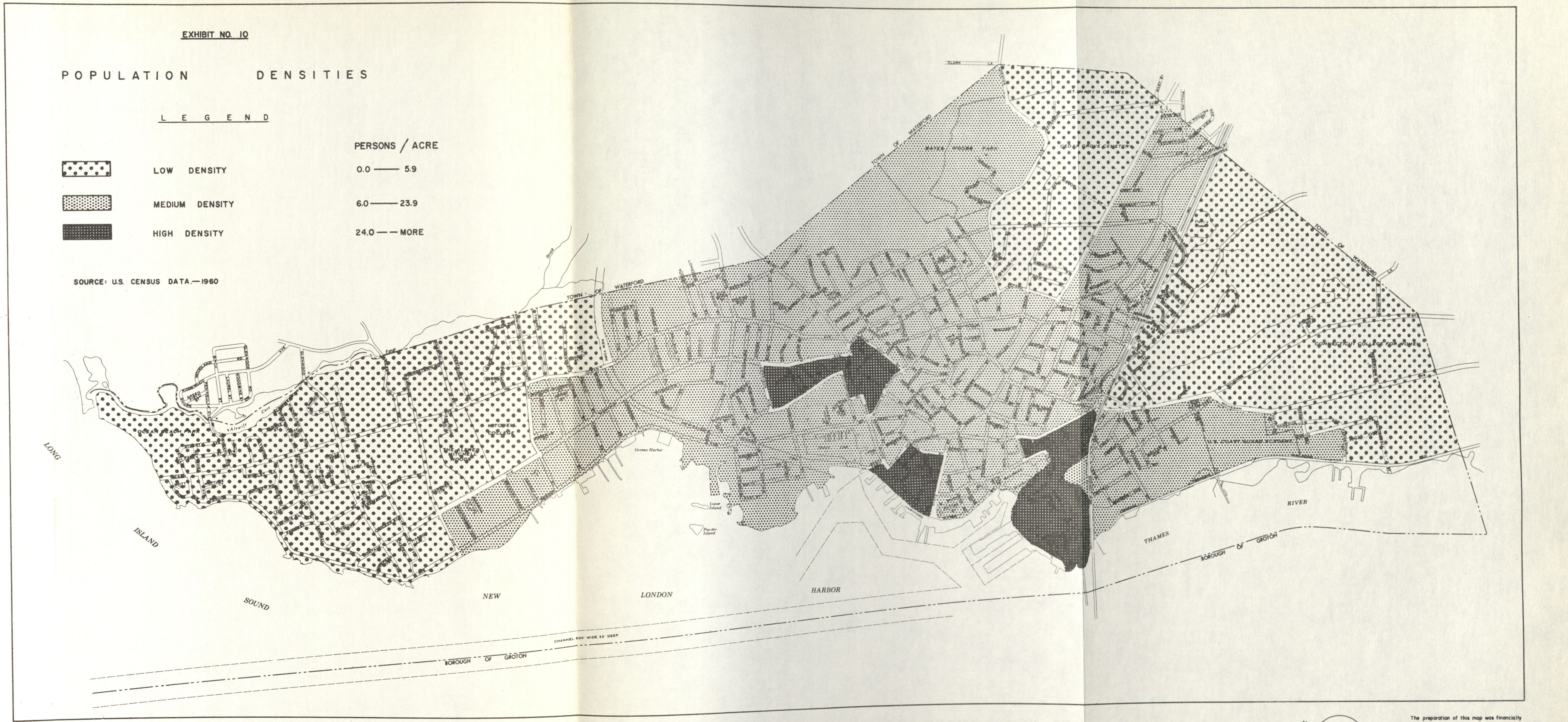
EXHIBIT NO. 10

POPULATION DENSITIES

LEGEND

		PERSONS / ACRE
⁘	LOW DENSITY	0.0 —— 5.9
▒	MEDIUM DENSITY	6.0 —— 23.9
■	HIGH DENSITY	24.0 — — MORE

SOURCE: U.S. CENSUS DATA.—1960


TOWN OF WATERFORD
TOWN OF WATERFORD
TOWN OF WATERFORD
CLARK LA.
CONNECTICUT COLLEGE FOR WOMEN
Greens Harbor
Goose Island
Powder Island
LONG ISLAND SOUND
NEW LONDON HARBOR
THAMES RIVER
BOROUGH OF GROTON
BOROUGH OF GROTON
CHANNEL 500' WIDE 32' DEEP

CITY OF NEW LONDON, CONN.

JAMES P. PURCELL ASSOCIATES — CONSULTANTS

SCALE: 1" = 1000 FEET

0 500 1000 2000 3000

JANUARY 1966

NORTH

The preparation of this map was financially aided through a Federal grant from the Urban Renewal Administration of the Housing and Home Finance Agency, under the urban planning assistance program authorized by Section 701 of the Housing Act of 1954, as amended, under the supervision of the Connecticut Development Commission.

EXHIBIT NO. 12
NEW LONDON, CONNECTICUT
POPULATION PROJECTIONS, 1960-2000

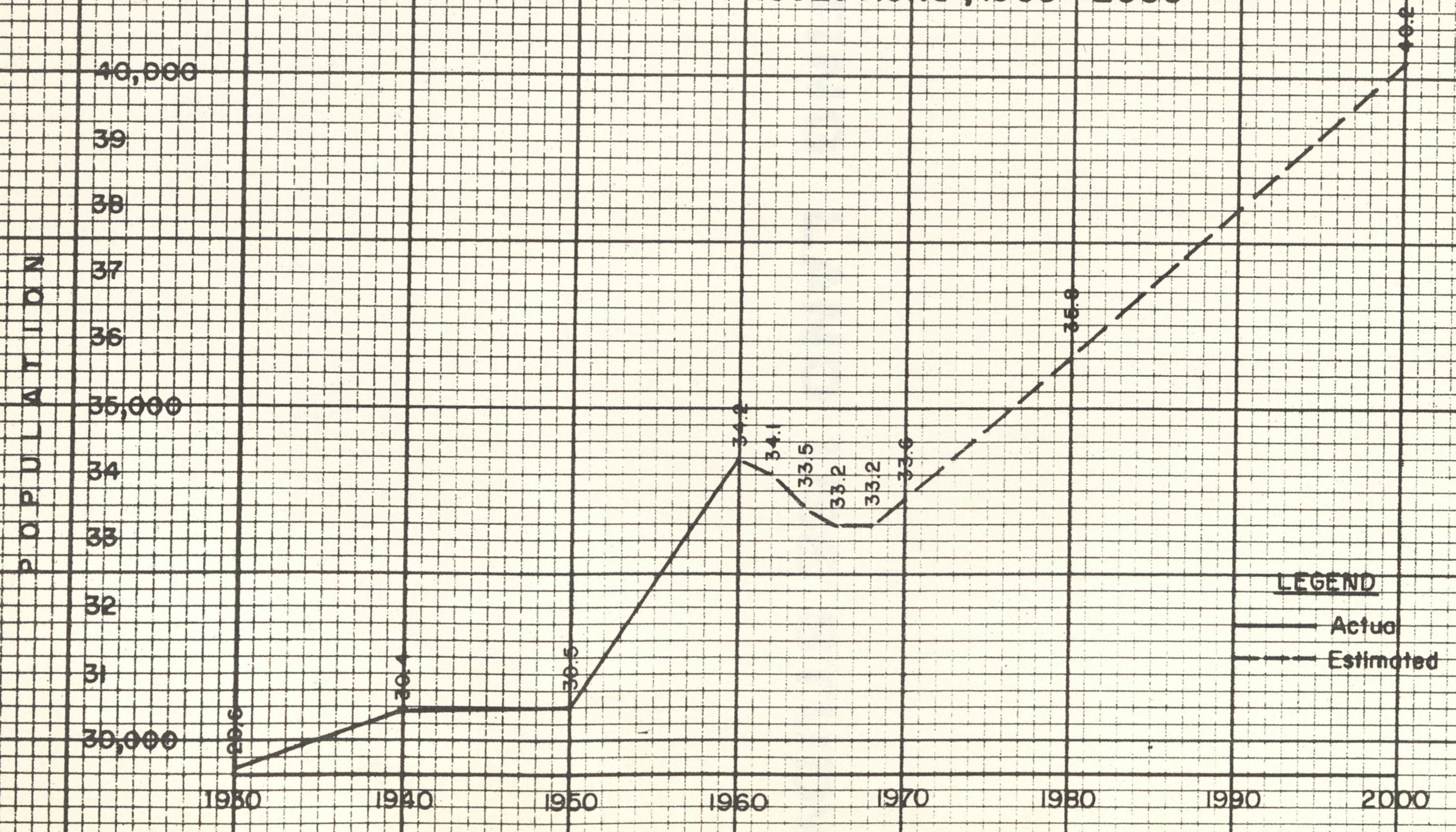


Exhibit No. 12

EXISTING LAND USE STUDY

TABLE OF CONTENTS

		Page
	SUMMARY	1
	INTRODUCTION	4
I.	Evolution of New London's Land Use	6
II.	Types of Land Use	10
	Generalized Land Use	12
III.	Existing Land Use Arrangement	16
	General	16
	Commercial	18
	Residential	21
	Industrial	25
	Public and Semi-Public	26
	Vacant	29

TABLE OF CONTENTS (cont'd)

Page

IV. Existing Land Use Areas 31

Vacant 32

Residential 33

Commercial 35

Industrial 36

Public and Semi-Public 37

Streets and Rights of Way 38

V. Major Land Use Problems 39

VI. Future Land Use Requirements 44

Total Acreage 46

Residential 47

Commercial 47

Industrial 47

Public and Semi-Public 47

Miscellaneous

APPENDIX

Generalized Existing Land Use Map Exhibit 1

Existing Land Use Areas (table) Exhibit 2

Existing Land Use Areas (chart) Exhibit 3

SUMMARY

1. Land is New London's basic resource. The permanency of New London's original land use and accompanying structures are easily identified after 300 years. By the same token, the decisions made in the immediate future regarding future land use and development controls must be considered as a 100 year investment in the City's future efficiency and livability.

2. With only a limited supply of vacant land remaining, if future land use needs are to be met, New London must resort to more selective land use policies and development controls in the remaining vacant areas, existing development and reuse of those areas to be redeveloped. More selective land use policies and development controls will enhance and insure the integrity of existing culture and physical features as well.

3. Fundamentally the City's present land use and development pattern is sound with two exceptions: the mixed and scattered residential usage that exists in the central portion of the community, and the "string" commercial development that follows the City's major thoroughfares. In addition, both of these uses have begun to encroach into the few remaining single family neighborhoods.

4. In comparison with similar communities, New London shows a low development ratio in single family and industrial land usage and a high development ratio in the two, multi-family, commercial, public and semi-public uses. The high development ratio of multi-family and non-residential uses is characteristic of the land use composition found in most central cities. In addition, this indicates that New London is serving both a local and a regional demand for multi-family, commercial, public and semi-public facilities.

5. To meet the future land requirements of an additional 6,700 persons by the year 2000, New London will need an additional

670 acres of developable land.

6. With vacant developable land virtually non-existent, future land expansion needs must rely primarily upon clearance of the deteriorating areas and a more intensive utilization of the redeveloped land.

EXISTING LAND USE STUDY

INTRODUCTION

Many basic studies and surveys are necessary in the preparation of a Master Plan for New London. The most fundamental of these studies is the existing land use survey. In essence, a land use survey is a field inventory of each parcel of land in the City and a record of its present utilization.

Once the field information was mapped in graphic form, each individual land use was measured. With the tabulation of this data the complete land use survey was analyzed and evaluated regarding the type of use, location, amount and relationship to other land uses.

The compiled land use information provides an overall picture of the many and varied activities that form the physical land development pattern of New London and provides an insight into both past and future land use development patterns. In additio the land use data, both graphic and tabular, is an important reference for use in every day planning, zoning, and related governmental activities.

The 200' scale Existing Land Use Map represents the conditions on a specific date and its validity becomes progressively less with each change in use of property. Thus, it is important to keep the graphic and statistical information current through the use of building permits, demolitions and insurance atlas records; however, these are never fully effective. Periodic revisions, yearly if possible, should be made.

The New London of tomorrow will grow gradually out of the present land use pattern. No radical or dramatic change is likely except in those areas around Winthrop Cove and the Central business district where urban renewal activities are occurring. Within the present community is an arrangement of land that has been adjusted through supply and demand to meet the general needs of the people. Generally, these uses are in proportion to the needs of the people, although their present arrangement leaves much to be desired.

I. EVOLUTION OF NEW LONDON'S LAND USE

Each community has a unique land use or development pattern. New London is no exception. However, the clear identity of New London's initial land use and development pattern, after 300 years, is interesting if not unusual. The Coves still retain their original use and service to boats and pleasure craft. The area between the Coves is still used for residences and commerce. Williams, Bank, Blackhall, Shaw and Main Streets, the community's original thoroughfares, are still in daily use. In addition, Fort Trumbull and other governmental structures continue to occupy their approximate original locations.

The land use and development pattern established 300 years ago still remains, except for certain modifications. To a large degree, the past and present land use reflects the social and economic development activities of the community, and the demands placed upon the land by development forces both inside and outside the community.

However, the present type, amount, or arrangement of land use in New London, while essentially functional, is not necessarily a criterion of good community design, or represents the most efficient development pattern. In essence, the existing land use pattern is the product of past growth and activity which has developed under varying pressures, subjected to a multitude of economic opportunists and personal whims. Yet, despite the lack of a formal plan, the land use pattern that has evolved is essentially functional.

New London's land use pattern is constantly changing in a variety of ways to meet the new needs and conditions placed upon it. As the community grows older its physical parts become inadequate or obsolete and must be replaced or rebuilt. Moreover, as the community ages, there are changes in the community's social and economic structure regarding population characteristics, family size, age, income, and nature of the residents.

The land use changes brought about by replacement of physical parts, obsolete structures and the changing composition of the community's economic and population characteristics are significant. However, the greatest change to a community's land use pattern is usually the result of additional growth, either through an increase in local population or development potential generated by forces of a regional nature.

In most communities, additional demand for new living, working, shopping and recreational space is satisfied by horizontal expansion. However, with fixed municipal boundaries and a high development ratio, coupled with a limited amount of vacant land, New London must resort to other means of accommodating the additional growth and development demands.

Under these conditions New London has three distinct land utilization alternatives or combination of alternatives:

First - The infilling of vacant property scattered throughout the City.

Second - The internal rearrangement of land uses through the displacement of one use with another use.

Third - A more intensive use of the existing land and structures. Generally, this third alternative is best applied in high value areas such as the central business district, industrial areas and high density apartment developments -- where the central location, coupled with a regional demand, results in a high land value.

As a result of New London's early growth and present development, it appears that future growth will consist primarily of replacing the obsolete parts and areas that presently exist with new and more intensive uses. In general, the new and more intensive uses will be the result of regional demands, i.e. uses requiring a central location in the Region, such as multi-family residential, commercial and the various forms of public and semi-public facilities which serve a regional population.

II. TYPES OF LAND USE

Many different types of land uses are found in New London. In addition to places of residences - single family homes, duplexes, apartments and the places where people work such as commercial enterprises and industries, there are public uses such as streets, parks, schools, and semi-public uses such as churches, institutes and the like. The arrangement of the different structures and types of land use, and their relationship to each other determines the character, efficiency and quality of the community.

The type and relationship of the various land uses form the community's basic development pattern; and a harmonious relationship between these two land use factors are essential to a sound and satisfactory community. None of the other physical elements of city planning such as streets, utilities, schools or parks can be successful unless the basic land use pattern is satisfactory.

For the purpose of the field survey and tabulation work phases, the various land uses were divided into six major classifications and fifteen subclassifications as follows:

1. Residential
   - . Single family
   - . Two family
   - . Multi-family - three or more dwelling units in a single structure.

2. Commercial
   - . Retail, Personal and Related Services
   - . Wholesale

3. Industrial
   - . Light Industrial - includes all non-obnoxious manufacturing, warehousing, distribution and storage.
   - . Heavy Industrial - includes all obnoxious industrial operations because of the emission of odor, dust, smoke, noise, gas and/or vibration.
   - . Railroads, Utility and Public Transportation Facilities.

4. Public and Semi-Public

- Parks and Playgrounds
- Schools
- Churches and Cemeteries
- Institutional and Fraternal
- Governmental

5. Miscellaneous

- Parking
- Streets and Rights of Way

6. Vacant

- Undeveloped land or streams, ponds, etc.

Generalized Land Use

After the various land uses were mapped and measured, on the 200' scale maps, on a lot by lot basis, a second map was developed at a 1000' scale for report and reproduction purposes. In order to show the existing land use at this smaller scale, it was necessary to generalize or group similar uses together and graphically show only that use which predominates, on a block by block basis. See Exhibit No. 1, Generalized Existing Land Use Map.

When generalizing the existing land use from the 200' scale to the 1000' scale maps, the following classifications were used:

- Residential - High Density: Areas of predominantly two family residences and housing types of higher density. Multi-family apartments, rooming and boarding houses, public housing projects.

- Residential - Medium Density - Areas of single family and mixed single and two family residences. Subdivisions with continuous development on both sides of the street.

- Commercial: Retail trade, service trade, wholesale trade, professional offices, financial services, commercial recreation e.g. bowling alleys, theaters, etc.

- Industrial - Intensive: Product manufacture, fabrication, assembly and/or processing including processing of extracted products.

. Utilities and Transportation: Public and semi-public facilities for providing community material needs and services:

Transportation: terminals, maintenance garages, ferry docks, beacons, etc.

Communications: telephone, radio and television broadcast facilities, relay stations, etc.

Gas and Electricity: production and transmission facilities.

Water Supply: protective and storage areas, public tanks, wells, pumping stations, aqueducts, etc.

Sanitation and Waste Disposal Facilities: sewage disposal plants, incinerators, etc.

. Institutional and Governmental - Intensive: Governmental office and service structures, post office, court house, city hall, fire and police stations, military installation, museum, library, armory, school, college, hospital, etc. Semi-public and private institutional structures; church, synagogue, school, convent nursing home, charitable or fraternal organization, social club assembly hall, gymnasium, etc.

. Institutional and Governmental - Open: Sizeable open areas related to uses above but not used primarily for recreation; i.e. campus, cemetery, etc.

. Recreational - Intensive: Predominantly outdoor, public and semi-public facilities, i.e. park, playground, picnic areas, etc.

. Undeveloped Lands: Woodlands, idle farm lands, and unused land.

III. EXISTING LAND USE ARRANGEMENT

GENERAL

The major portions of New London's urban development consists of residential neighborhoods. Adjacent to the central business district there exist large neighborhoods of mixed single family, two family and multi-family housing. As the outskirts of the City are approached, the character of the residential areas gradually change. Fewer apartments and duplexes are found, and the residential area becomes predominantly one of single family houses. The lots become larger, the neighborhoods more spacious, and the population density lower.

Commercial development is generally concentrated in the central business district and along the major thoroughfares in typical "strip" development fashion.

Industrial land usage is directly related to railroad frontage and primarily concentrated in the Fort Trumbull and Winthrop Cove areas. Both of these areas are semi-isolated and well-located for light industrial purposes.

Public and semi-public uses are scattered throughout the City, depending upon the required service area of each individual use. Public services such as the City Hall, Court House and Post Office facilities are generally concentrated in the central business district, with public schools and religious facilities in the areas immediately adjacent to the central business district, while cemeteries, parks and other open public lands occupy the outlying sections.

The small amount of vacant property still remaining in New London is primarily found along the western and northern boundaries of the City.

In general, the present land use arrangement is compact and basically sound, there being no inherent disadvantages in the arrangement itself.

Commercial

As shown on the generalized Existing Land Use Map, Exhibit No. 1, the focal point or center of New London's present development is the central business district.

Within the area generally bounded by the Thames River, Huntington, Church and Tilley Streets is located the higher and primary public service structures such as the City Hall, Court House, Post Office, police and fire headquarters, public transportation terminals and a grouping of entertainment, social, educational and religious facilities.

The central business district is well located to the bulk of New London's present population and provides an excellent location to serve both the local shopping needs, as well as the regional demand for shopping goods, personal, professional and related services generated by the surrounding communities.

In addition to the excellent location the central business district occupies for both local and regional shopping needs, the prime shopping area is compact, intensely developed and well served by the primary local collector streets of Broad, State, Bank, Main and Huntington.

Radiating out from the central business district along Bank, Main and Broad Streets is a secondary type of commercial activity, generally related to serving the neighborhood shopping requirements. Usually, this secondary type of commercial activity occurs as "strip" development - one lot in depth with inadequate off-street parking and loading facilities and intermixed with residential usage.

Highway oriented commercial activity exists in only two primary locations - Colman Street between Cedar Grove and Waldo Streets, and along Route I-95 from William Street westerly to the municipal boundary. Within the latter area exists the only centralized shopping facility outside of the central business district.

Aside from the central business district and the secondary and highway oriented commercial activity, a considerable amount of miscellaneous commercial usage is scattered throughout New London, with the exception of the Ocean Beach residential area.

The scattered commercial usage found in the central portion of the City along with portions of the "strip" commercial located along local collector streets should be consolidated into commercial sub-centers.

The past practice of "strip" commercial development along local thoroughfares was based primarily on two assumptions. First, the high traffic volumes would result in more potential customers; and second, the frontage along local thoroughfares was not the most desirable location for residential uses. Needless to say, the fallacy of both assumptions has been well demonstrated in New London and most other communities.

From past experience, it is obvious that there is not sufficient demand to justify developing all major street frontages with commercial usage. In fact, the majority of commercial uses along major streets generally consists of marginal operations that are hardly profitable to the owner or operator. In addition, the "strip commercial" development, because of high traffic flow, is inconvenient to the customer, restricts traffic flow and is generally detrimental to the adjacent and abutting residential properties.

Residential

Immediately surrounding the central business district is a large area of mixed residential land usage consisting of single, two, and multi-family dwellings. In general, most of the existing two and multi-family units have been converted from large single family dwellings into rental housing during periods of peak housing demands. It is this type of residential area that predominates the central portion of the community and is found scattered throughout the City, with the exception of the Ocean Beach single family area, south of the New Haven Railroad.

The Hawthorne Drive-Ridgeview Circle area and the West-

Pleasant-Clover Street area are the only two areas which have been specifically developed for two family residential usage, with the remaining two family usage being scattered and intermixed locations.

Multi-family usage follows the same general and scattered development pattern as the two family usage, with most of the multi-family structures occurring in the central portion of the City adjacent to the central business district, and along Ocean and Montauk Avenues, north of the New Haven Railroad. A small group of deteriorating multi-family structures presently exists adjacent to the Ocean Beach Park, although completely surrounded by excellent single family dwellings.

There are few planned multi-family developments within the City which is also a common characteristic of the two family land usage.

Three multi-family areas have been developed for public housing in the Laurel Drive, Boulder Drive, Riozzi Court, Gordon Court and Crystal Avenue. Private development of multi-family structures consists of a small area around Third and Fourth Avenues and two recent developments in the Georgetown and Nob Hill Road area. The last two areas are excellent examples of multi-family development. Well planned, executed and maintained, they should serve as examples for future multi-family development in New London. In general, the same criticism must be applied to both the two family and multi-family development pattern; it is entirely too haphazard, scattered and intermixed with other uses to produce a desirable or stable living environment. While there is little that can be done to consolidate the existing uses in the central portion of the community, every effort should be made to prevent any future conversions of single family structures into two and multi-family rental units -- particularly, in those blocks or areas of the City that are predominently single family residential. This non-conversion policy is specifically recommended for those areas along Ocean, Montauk and Pequot Avenues and the

Ocean Beach Park Area. Should two and multi-family conversions continue to be permitted, it is not only probable but clearly evident that conversion encroachment will continue into the single family areas south of the New Haven Railroad and jeopardize the last fine areas of single family development remaining in the City. In addition, all multi-family use in the Ocean Beach Park area should be eliminated to protect the excellent single family character of the adjacent homes and prevent future deteriorating of the area in general.

As previously noted, the major portion of New London's single family development is contained in the Ocean Beach area. Most of the area is entirely single family with the exception of a few blocks of mixed residential usage located adjacent to the New Haven Railroad.

Smaller areas of predominantly single family homes occur west of Ocean Avenue between Squire Street and the New Haven Railroad, a small area east of Veterans Memorial Park, and a relatively large single family area slong Vauxhall Street from Third Avenue to Summit Avenue.

Single family residential is of course scattered throughout the central portion of the City, along with the two and multi-family type of residential usage.

Within the four predominantly single family areas mentioned, the principal problem is the preservation of these areas from deterioration of their single family usage and character by the conversion and encroachment of the adjacent two and multi-family rental housing areas.

Industrial

There is very little land devoted to industrial usage within the City and this is generally located in the narrow strip of land and pier space between the New Haven Railroad and the Thames River. However, within this narrow strip of industrial usage two small concentrations exist around the Shaw's Cove, Crystal Avenue, Fourth

Street Areas.

Due to the demand for residential, commercial, public and semi-public land usage, the present industrial areas have been unable to expand due to the lack of vacant areas, or the necessity of acquiring developed properties adjoining the industrial sites.

Because of their semi-isolated locations, both the Fort Trumbull area east of the New Haven Railroad and the Winthrop Cove area south of I-95 should be retained for industrial purposes. In general, the industrial development in these areas should be kept as compact and intensively developed as good planning standards permit for maximum utilization of the limited land area available.

Public and Semi-Public

Public and semi-public facilities are found scattered throughout the entire City, depending upon their particular function or service area.

Ocean Beach Park and Bates Woods Park are the City's two prime recreational attractions. Both of these facilities constitute large areas located at the extreme boundaries of the City, and each serves both a local and a regional demand.

With the exception of Riverside Park, the remaining public recreational areas are primarily small neighborhood parks of one acre size without a definite neighborhood relationship. While this situation is not desirable, it is understandable in a community as intensely developed as New London.

Private recreational facilities and beaches do much to reduce the neighborhood recreational deficiencies. Mitchell Woods Park and the privately owned beaches east of Pequot Avenue, along with Mitchell College playfield and other school playgrounds do much to provide the additional space requirements.

All of New London's public and parochial schools are located in the central portion of the City. Generally, location of the public school facilities provide a satisfactory service area coverage to the bulk of New London's school population, with the exception of the Ocean Beach area, south of the New Haven Railroad.

With the exception of recent school construction, most school sites are too small to meet minimum standards and there is little possibility that adjacent areas can be acquired for site expansion due to the intense residential development surrounding each of the school sites.

New London is blessed with three fine private and/or semi-public educational facilities; however, the U.S. Coast Guard Academy is in need of additional space due to expansion of their present facilities. The Connecticut College for Women occupies the largest single land holding in the City and has an unlimited expansion possibility.

The remaining public and semi-public uses, consisting of fraternal, institutional, religious and governmental uses are generally located adjacent to the central portion of the City. Fort Trumbull, the Lawrence Memorial Hospital, the State Armory and two large cemeteries constitute the primary public and semi-public facilities lying outside the central portion of the City.

Vacant

Virtually all of the vacant land in New London is contained in a narrow band along the westerly municipal boundary from Alewife Cove to Bates Woods Park and between Bayonet and Williams Streets in the northerly portion of the community.

Generally speaking, large tracts of land, available for development purposes, are non-existent in New London at the present time. The remaining vacant acreage, in most instances, consists of sites being held for speculative purposes or tracts which are undesirable because of rough topography and resultent high development costs.

However, there are a number of vacant lots scattered throughout the entire City which will permit a limited amount of infilling development to occur, particularly in the desirable residential and commercial areas. While some infilling of vacant lots will continue, this type of development will not permit a significant increase in population or service demands due to the limited amount and scattered locations of the total acreage involved. If additional space demands for residential, commercial, and public facilities are to be met, this can only be accomplished by a rearrangement of the existing land uses and a more intensive development than presently exists.

IV. EXISTING LAND USE AREAS

The areas occupied by the various land uses in New London are shown on Exhibits Nos. 2 and 3.

New London has a total land area of 6.1 square miles or 3,904 acres. Of this total acreage, 476.7 acres or 12.2% are vacant and 36.9 acres or 0.9% are in the form of streams and ponds--leaving a total developed area of 3,390 acres.

Of the City's total developed area, residential usage comprises 1,194.4 acres or 35.3%; commercial, 239.5 acres or 7.0%; industrial, 194.6 acres or 5.8%; public and semi-public 963.3 acres or 28.4%; and parking, streets and rights-of-way 798.6 acres or 23.5%.

When New London's present land use is statistically compared with 28 similar communities, (central cities under 50,000 population), significant differences are apparent.

Vacant

Vacant land areas and water areas occupy only 513.6 acres or 13.1% of New London's total area. This is extremely low land vacancy percentage when compared with the 47.0% of land vacancy found in the 28 other central cities under 50,000 population. 1/

The low vacancy percentage is evidence of New London's high development ratio and the regional demand for developable land in New London because of its central location and supporting facilities. In addition, the lack of vacant and developable land has had a decided effect on all land use, categories, particularly in the residential and industrial sectors.

1/ Land Use in American Cities - Harland Bartholomew

Residential

Combined residential usage in New London constitutes 1,194.4 acres or 35.3% of the City's total developed area. This is lower than the 39.6% of residential usage shown for the other cities, indicating a higher demand for non-residential usage such as commerical, public and semi-public facilities, than normally encountered.

However, the significant difference in the amount of residential land used lies in the percentage of land devoted to the two and multi-family usage, as related to the single family area.

Single family land usage comprises 748.1 acres or 22.1% of the developed area. This amount of single family area is quite low when compared with the other communities' percentage of 34.1%. However, the land devoted to two family residential constitutes 219.8 acres or 6.5%

as compared to 3.8% for the other cities; or almost twice as much land devoted to two family residential usage as is normally required.

This difference in the residential use of land is even more marked when the multi-family statistics are examined. Multi-family development utilizes 226.5 acres or 6.7 of the developed area as compared with 1.7% for the other cities -- or a ratio of four times the amount generally found.

As a result of the high percentage of two and multi-family usage found, it is evident that both a local and regional demand for rental housing generally exists. Combined with a scarcity of developable vacant land, this demand for rental housing has resulted in the conversion of large single family homes into two and multi-family rental units scattered throughout the City. While this trend has not been deterimental to the central portion of the City, it is imperative that the few remaining areas and blocks of the City, that are predominantly single family, be protected from the conversion and encroachment of additional two and multi-family rental units.

Therefore, if future residential conversion into two and multi-family units is to be permitted, it should be confined to the central portion of the City.

Commercial

Commercial use of land in New London occupies 239.5 acres or 7.0% of the developed area. When compared with similar communities, where only 3.2% is devoted to commercial usage, it is evident that New London has more than twice the amount of commercially developed land, than normally required.

It is also evident that the commercial areas are serving a much larger population than locally contained in New London. This is not unusual or unexpected in that New London has historically served a regional demand for shopping goods and services, resulting in a larger than normal development of commercial facilities.

Industrial

Industrial land usage in New London comprises 194.6 acres or 5.8% of the developed area. Of the 194.6 acres used for industrial purposes, 44.0 acres or 1.3% is devoted to light industrial; 39.9 acres or 1.2% for heavy industrial and 110.7 acres or 3.3% for railroads, utilities and transportation.

When compared, New London's industrial usage of 5.8% is much lower than the 10.7% found in similar communities. This low industrial usage is attributed to the lack of available or developable space in New London suitable for industrial purposes, and the inability of existing industrial plants to acquire adjacent residential areas for expansion purposes due to legal and financial obstacles.

Therefore any expansion of industrial land usage must come through the clearance of deteriorating areas and the urban renewal process. In addition, the resulting industrial areas should be preplanned, compact, and as intensively developed as good planning standards permit in order to realize the maximum industrial development possible from a limited land area.

Public and Semi-Public

Public and semi-public land usage occupies 963.3 acres or 28.4% of New London's developed land area. This is higher than the 18.2% found in similar communities, although a high public and semi-public usage is a common characteristic of the communities in the central city classification. This common characteristic is due to the fact that public and semi-public facilities such as colleges, cemeteries, governmental, fraternal and institutional facilities are generally located to serve a regional need, rather than a local need. Once again, this testifies to New London's central position in the Southeastern Connecticut Region.

Streets and Rights of Way

Parking, streets and rights of way constitute 798.6 acres or 23.5% of New London's developed land area. In comparison, the 23.5% found in New London is slightly lower than the 28.3% found in similar communities. To a large extent, the smaller amount of land devoted to this usage is due to New London's irregular street pattern, which results in large areas and lots being inefficiently served by street frontage, as compared to the more efficient rectangular land and street development pattern.

V. MAJOR LAND USE PROBLEMS

Two primary factors are creating a specialized land use situation in New London. However, specialized land use development is characteristic of most central city complexes and serves to emphasize New London's historic and central position in the Southeastern Connecticut Region. These two primary factors are:

(1) the lack of vacant developable land, and

(2) the regional demand for multi-family housing, commercial, public and semi-public facilities due to New London's central location. In combination, these two factors have resulted in a high land development ratio of these specific land uses along with a scattered development pattern now encroaching into the single family areas which presently constitute a low land development land ratio.

In keeping with these basic land use problems, several fundamental recommendations become apparent:

1. With the high ratio of two and multi-family usage, combined with a scattered development pattern encroaching into the single family areas, it is imperative that the remaining single family areas be rigidly protected.

   This recommendation becomes even more important when it is realized that New London is lacking in land devoted to single family development. With the present deficiency of single family areas, coupled with the lack of vacant land for future development, the present development must be regarded as the last single family areas in New London. Unless rigidly protected from future conversions and encroachment of two family, multi-family and commercial usage, single family areas in New London may well become extinct.

It is recommended that future residential conversions into two and multi-family usage be prohibited

-- particularly in those areas or blocks which are at present predominantly single family.

2. The present "strip" commercial development along local collector streets is inefficient, inconvenient, detrimental to adjacent residential usage and creates traffic congestion and hazards.

   It is recommended that the present "strip" commercial development be consolidated into neighborhood shopping centers at specific locations.

3. The central business district is basically sound, well located and should be expanded to better serve the local and regional shopping population demands. In order for the central business district to capture a larger share of the regional shopping demand, it must:

   1. Improve its present access facilities from I-95 to the central business district.
   2. Improve traffic circulation and parking facilities.

3. A general improvement in the overall appearance and merchandizing techniques. Due to the compact and deteriorating nature of the area, it is obvious that the renewal process is necessary to clear the land required for these improvements and additional facilities.

4. The present industrial land usage is well located and concentrated in the two small areas around Fort Trumbull and Winthrop Cove. Expansion of these industrial areas is possible only through the use of urban renewal process required to acquire and clear the adjoining and deteriorating properties.

5. Public and semi-public land required for City services does not present a major land use problem, other than the enlargement of several school and park sites to meet minimum acreage. In most instances, site expansion can be handled through a negotiated

acquisition of adjoining properties, or if necessary, the initiation of condemnation proceedings by the City.

VI. FUTURE LAND USE REQUIREMENTS

In projecting the future land use demands, it must be recognized that the City's present land development situation is unique. With very little vacant land remaining, future land needs are primarily dependent on the City's ability to clear and redevelop deteriorating areas. In reality, the City's future population projection is largely dependent on the same factor, in conjunction with the type and intensity of redevelopment ultimately agreed upon. For instance, if the City is to clear the deteriorating residential areas in the central portion of the community and redevelop with commercial and other non-residential uses, it is entirely possible that the City's total population would stabilize or show a slight decline. However, if the central portion was redeveloped for low rise multi-family, slight increase would result; while the same area redeveloped with high rise multi-family would mean a major increase in total population.

Due to New London's unique situation, one additional factor must be considered in projecting future land use requirements, that of regional demands. This regional demand is clearly evident in the heavy use of land devoted to multi-family, commercial, public and semi-public purposes at the present time. Combined, these uses represent 48.6% of New London's developed area, as compared with the 26.9% found in similar communities.

Taking these land use factors into consideration and using a population projection of 40,200 by the year 2000, the following land requirements are necessary.

Total Acreage - A total of 670 developable acres will be required to accommodate an additional 6,700 persons, based on New London's present land use development ratio, as expressed in acres per 100 population.[1] With only 476.7 acres of vacant land remaining, it is evident that redevelopment and use intensification in certain areas will be necessary to accommodate the additional housing, commercial, industrial, public and semi-public needs required by the additional population.

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[1] 40,200 = Year 2000 population estimate
33,500 = 1965 population estimate

6,700 = additional population

Residential - A total of 241 additional acres will be required for all residential purposes, of which 147 acres will be devoted to single family usage; 47 acres for two-family usage and 47 acres for multi-family usage.

Commercial - A total of 47 additional acres will be required for commercial usage.

Industrial - A total of 34 more acres will be required for industrial usage.

Public and Semi-Public - A combined total of 187 additional acres will be required for all public and semi-public usage, exclusive of the area required to bring the present school and park sites up to a minimum standard. This aspect of future development will be included in the Community Facilities Study at a later date.

APPENDIX

EXHIBIT 2

EXISTING LAND USE AREAS

		% of Developed Area		Acres/100 Pop.	
	Acres	New London	Other Cities	New London	Other Cities
Residential					
Single Family	748.1	22.1	34.1	2.2	3.4
Two Family	219.8	6.5	3.8	0.7	0.4
Multi-Family	226.5	6.7	1.7	0.7	0.2
	1194.4	35.3	39.6	3.6	4.0
Commercial					
Retail & Service	215.4	6.3		0.6	
Wholesale	24.0	.7		0.1	
	239.4	7.0	3.2	0.7	0.3
Industrial					
Light	44.0	1.3	2.8	0.1	0.3
Heavy	39.9	1.2	2.9	0.1	0.3
Rail, Utility & Transp.	110.7	3.3	5.0	0.3	0.5
	194.6	5.8	10.7	0.5	1.1
Public and Semi-Public					
Parks & Playgrounds	225.7	7.5	5.1	0.7	0.5
Schools	348.2	10.3		1.0	
Churches & Cemeteries	160.8	4.7	13.1	0.5	
Frat. & Institutional	53.6	1.6		0.2	
Governmental	145.0	4.3		0.4	
	933.3	28.4	18.2	2.8	1.3
Miscellaneous					
Parking	9.7	0.3		0.1	
Streets & R.O.W.	788.9	23.2	28.3	2.3	2.8
	798.6	23.5		2.4	
Total Developed Area	3390.4	100.0		10.0	9.5
Vacant and Other	543.6	13.9	47.0*		
Total City Area	3904.0				

* % of total City area.

EXISTING LAND USE AREA

PERCENTAGE OF DEVELOPED AREAS

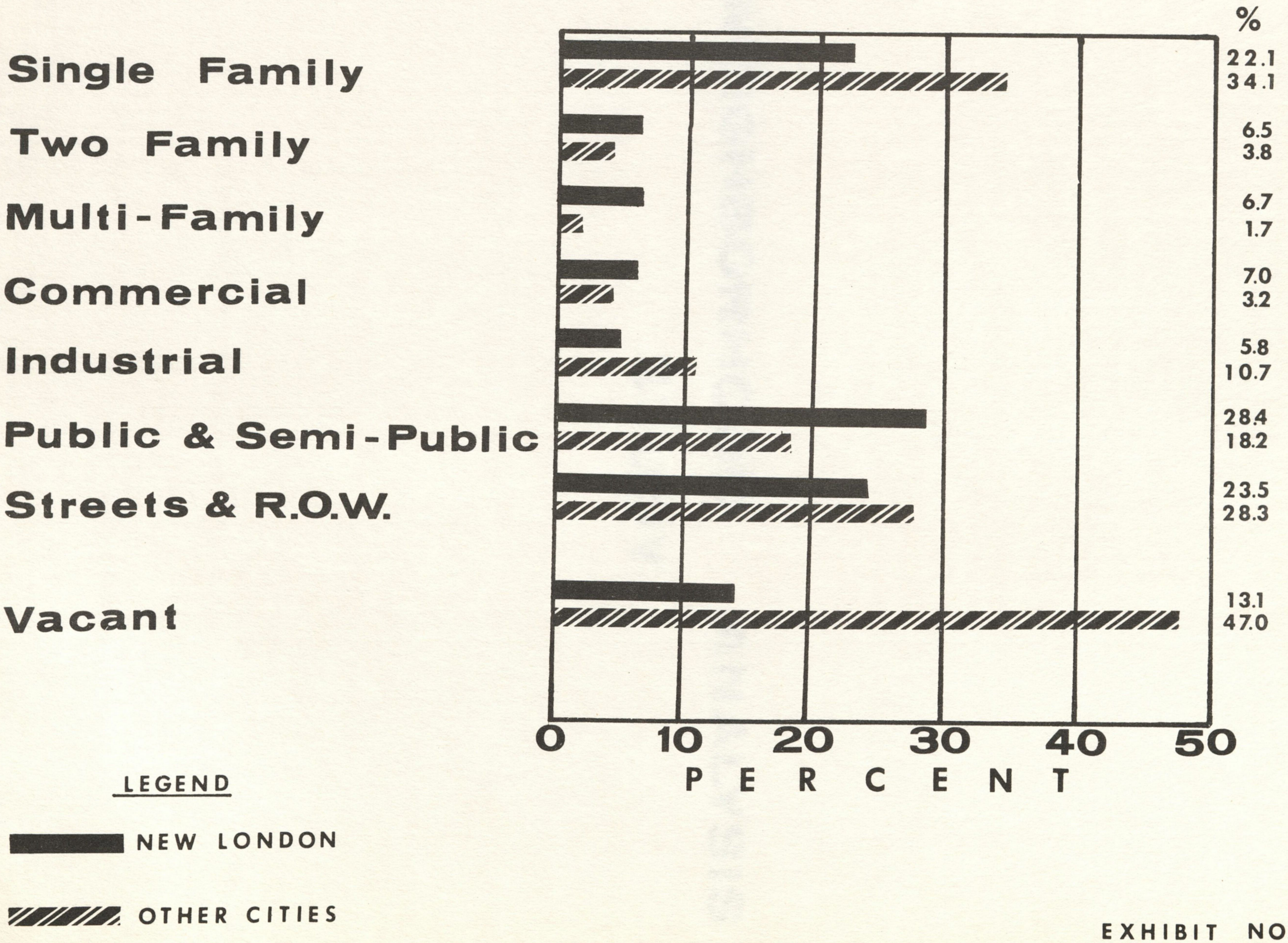


EXHIBIT NO. 3

NEIGHBORHOOD ANALYSIS STUDY

TABLE OF CONTENTS

		Page
SUMMARY		1
INTRODUCTION		4
I	The Neighborhood Concept	9
II	Delineation of Neighborhoods	11
III	Housing Conditions	48
IV	Non-Residential Conditions	59
V	Community Facilities and Services	68
VI	Causes of Blight	81
VII	Characteristics of Persons Affected By Poor Housing	89
VIII	The Elimination of Blight	96

APPENDIX

Neighborhood Boundaries Map	Exhibit 1
Structural Conditions	Exhibit 2
Blighted Conditions	Exhibit 3
Housing Conditions - City	Exhibit 4

SUMMARY

Following is a summary of the basic findings regarding New London's present neighborhood conditions:

1. Based on natural boundaries, service areas and past development, the City was delineated into 13 separate neighborhoods and/or sub-neighborhoods. Due to the compact nature and density of development, the neighborhoods tend to be smaller in area and contain less population than normally encountered.

2. Because of the age of the City and initial development standards, approximately 20% of the total dwelling units are either deteriorating or dilapidated. However, 83% of all the sub-standard dwelling units are concentrated in six neighborhoods which comprise less than 20% of the City's total land use area.

3. The major portion of non-residential blight is concentrated in the Central Business District and in the Shaw's Cove area.

4. All community facilities are considered adequate with the exception of school and park facilities in the outlying sections of the City. The central portion of the City, which contains the greatest amount of residential and non-residential blight, is the area best served by all community facilities.

5. Structural age and initial development standards that can no longer meet present-day demands is the basic cause of New London's blighted conditions. The result is structural and functional obsolescence of structures and facilities. The major form of potential blight in New London, for both residential and non-residential areas, is the spread of existing blighted conditions into the sound areas.

6. There is general agreement that those persons and families affected by poor housing require a greater proportion of health and welfare services than normally required by other portions of the community.

7. In order to prevent the encroachment of blighted conditions and to enhance the existing character of the sound neighborhoods, a strong program of code enforcement is recommended through the city.

8. Four of the neighborhoods will require direct renewal action consisting of rehabilitation and clearance; while only two of the areas are recommended for complete clearance.

NEIGHBORHOOD ANALYSIS STUDY

INTRODUCTION

The Neighborhood Analysis Study is an examination of each neighborhood within New London regarding the nature, extent and cause of any blighted conditions that presently exist.

The result of this study is a program designed to make each neighborhood a continuing asset to New London, as well as the people who live and work there.

The Neighborhood Analysis and the Master Plan Program are closely related and interdependent in many ways. Both are concerned with the future improvement and development of the entire community and both are required for recertification of the Workable Program if New London is to continue to receive funds and assistance to carry out its present renewal activities. The Master Plan Program, through its studies of population, economic base, land use, community facilities, and thoroughfares, establishes on a city-wide basis the present inadequacies and problems along with an overall program to eliminate these inadequacies and provide for future development demands.

The Neighborhood Analysis Study refines and supplements the city-wide studies by providing detailed data on the condition of residential and non-residential structures and brings the city-wide inadequacies and proposed improvements from a general context to a neighborhood basis.

In the process of doing the Neighborhood Analysis Study, a field inspection of the exterior condition of each individual structure within the City was made. All structures were classified in two major categories, residential and non-residential. After inspection, each structure was further classified in one of three structural conditions based upon the following standards developed by the Urban Renewal Administration:

1. Sound - Structure is not in need of repairs that would be eliminated during the course of normal and regular maintenance. General maintenance of the property is satisfactory or complementary to the surrounding neighborhood.

2. Deteriorating - Structure in need of minor repairs such as painting, repair or partial replacement of siding, eaves, gutters, windows, doors or porch. General maintenance of the property would be considered poor or unsatisfactory in a sound neighborhood.

3. Dilapidated - Structure in need of major replacement and repairs such as bowed walls, sagging roof, new roofing or siding required; eaves, gutters and downspouts rotting or missing; broken windows and rotting frames; sagging porch or rotting floors, balusters and railings; rotting trim. General maintenance of the property would be considered detrimental to a sound neighborhood.

After the field inspection of each structure's condition, the information was recorded and mapped at 200' scale to produce the Structural Conditions Map. This information was later generalized on a 1000' scale map for report and reproduction purposes.

In addition to the field survey, the supporting statistical data used is the result of the 1960 U. S. Census information which was compiled on an enumeration district basis. In view of the fact that New London's population and development has been relatively stable since 1960, the statistical information is considered valid for the purpose of this study. However, prior to the next census, it is recommended that the City request that the Census information be taken and tabulated on a block basis to facilitate future planning and urban renewal studies. The additional cost is relatively minor when compared to the increased usability of the data by all City agencies.

In the absence of block statistics, neighborhood boundaries wherever possible were deliniated along enumeration district lines in order to relate the enumeration district information to the individual neighborhood. It should be noted, where enumeration districts and neighborhood boundaries coincided, the survey findings and the census data showed a close correlation.

I. THE NEIGHBORHOOD CONCEPT

The neighborhood concept is based on three fundamental planning considerations.

First - The neighborhood should be a physically self-contained area with respect to most of the daily necessities of the residents such as schools, shopping and recreation facilities. However, the neighborhood must in turn depend upon the City for certain community-wide services and facilities such as employment, transportation, entertainment, utilities and protection.

Second - There is general agreement that the minimum planning area is the neighborhood. Used in this context, the neighborhood has definite geographical or physical boundaries.

Third - While the neighborhood concept is primarily concerned with physical arrangement, it is also recognized that a sound unified neighborhood is important in promoting a social stability of the community, the family and the individual.

While the neighborhood concept has had its most direct application in the planning of newly developing areas, the same principles can be applied to the re-planning of older sections of a community. By careful, cooperative planning, re-developed areas can be coordinated with existing development to form a neighborhood community with school, shopping and recreational facilities. It is on this basis that the neighborhood concept offers its most significant contribution to the future livability and desirability of New London and the improvement of the present neighborhoods.

II. DELINEATION OF NEIGHBORHOODS

The specific boundaries of any neighborhood are always subject to certain reservations, due to the variable factors involved. In reality, a neighborhood varies depending upon location of residence and the service needs of the individual depending upon his shopping, educational, recreational and social requirements. However, while the individual's neighborhood will vary and overlap with other neighborhoods, there are accepted guide lines which in combination serve to indicate the general neighborhood boundaries - although, even these must be used discreetly and their application tempered with a knowledge of local conditions.

In this respect, the general guidelines used to define existing neighborhoods boundaries are as follows:

Schools-

The neighborhood elementary school is generally accepted as the focal point or neighborhood center. The guideline is usually applied in developing communities where a variety of school sites and pre-planning of the surrounding residential areas is possible. Due to New London's high development ratio, this aspect of neighborhood identification is not entirely applicable; although it is interesting to note that a general school-neighborhood relationship does exist, particularly in the central portion of the City.

Size-

The size of a neighborhood, in terms of population, will vary between 2,000 and 8,000 persons with a desirable size of approximately 5,000 persons. Neighborhood size, based on land area, will also vary between 200 and 800 acres, depending upon the density of development, with a desirable size of 300 to 500 acres. It is interesting to note that the recommended acreage and neighborhood population is identical to New London's overall development ratio of 10 persons per acre.

Major Thoroughfares and Natural Boundaries-

Used in combination with school, population and acreage factors, the City's major streets, railroads and natural boundaries, such as streams, coves and sharp changes in topograph, are the most influential factors in determining individual neighborhood boundaries.

Shopping and Recreational Facilities-

While these factors are generally used in developing areas, they are not directly applicable in New London due to their scattered location characteristics, which result in a diffused neighborhood relationship.

Land Use and Structural Conditions-

Generally these individual factors are not used to define neighborhood boundaries. However, due to New London's past growth and development characteristics, there is a strong correlation between type of development and structural conditions, which serves to units a neighborhood while at the same time, separating it from adjoining neighborhoods.

Utilizing the preceding neighborhood guidelines, in conjunction with mapped land use, structural conditions and census data, the City was divided into twelve individual neighborhoods and the Central Business District. See Exhibit No. 1, Neighborhood Boundaries Map. In most instances, the delineated areas are "natural" neighborhoods and no attempt was made to force them into a rigid pattern or to meet the "prescribed formula" for neighborhood development.

Where conditions permitted, the boundaries for each of the neighborhoods were drawn along dividing streets for ease of identification. However, the actual change in neighborhood characteristics is more easily identified along the streets which adjoin or parallel the dividing street, as development tends to be similar on both sides of a street.

The neighborhoods, their general characteristics, community facilities and service areas are described as follows:

Neighborhood No. 1

Neighborhood No. 1, generally known as the Ocean Beach Park Area, includes that portion of the City lying south of Thames Street, having an estimated population of 3,733 persons and a land area of 805 acres.

This neighborhood is predominantly good to excellent single family development of recent construction on ample sites, intermingled with large residential estates and well kept single family homes of an earlier era. Two family conversions are practically non existent in the area.

Some multi-family development is evident; however, this consists of a small concentration around Mitchell College and along Pequot Avenue for student housing; two new and excellent low rise apartment developments north of Ocean Avenue; and a cluster of deteriorating multi-family structures adjacent to Ocean Beach Park which are used for seasonal rental purposes and constitute a depreciating effect on the surrounding properties.

Practically no commercial or shopping facilities exist in the neighborhood with the exception of a small area at the intersection of Lower Boulevard and Montauk Avenue.

Elementary school facilities are provided at the Harbour and Waller School sites, although both of these are outside the neighborhood, and beyond the recommended ½ mile service area radius.

Public recreational facilities are provided by a playfield located south of the Ocean-Farmington Avenues intersection. Based on a recommended ½ mile service area radius, this location provides the neighborhood with only partial coverage. Additional recreational facilities of semi-public nature are provided by the Ocean Beach Park, the Mitchell Woods Park, the Mitchell College playfield and the private beaches along Pequot Avenue.

In general, this is an excellent neighborhood by any standard. The well kept homes on ample lots combined with the various open and public uses give the area a special character and charm that deserves future consideration in order to protect and enhance the existing quality of development.

Neighborhood No. 2

Neighborhood No. 2 includes that portion of the City between Thames Street and Bank Street, with the exception of the area east of Montauk Avenue north of Maple Avenue and east of the New Haven Railroad. This neighborhood contains 420 acres and is not as large in area as Neighborhood No. 1; although with a population of 4,719 it has the second highest population of any neighborhood in the City.

The high neighborhood population is also evident by the density of development that presently exists. In general, the area west of Ocean Avenue consists of recent single family homes located on medium size lots, while the remainder of the neighborhood consists of an earlier residential development on small lots.

The area west of Ocean Avenue and south of the New Haven Railroad is predominantly single family with a small scattering of two and multi-family usage located in the Bank Street and Pequot Avenue areas of the neighborhood. However, the central portion of the neighborhood east of Ocean Avenue and north of the New Haven Railroad contains a complete mixture of residential uses, with multi-family predominating along the east side of Ocean Avenue and along both sides of Montauk Avenue.

Most of the multi-family structures are the result of large single family home conversions. Generally, these multi-family conversions are reasonably well maintained with only a scattering of deteriorating structures.

Neighborhood shopping facilities consist of a small commercial center in the Ocean Avenue-School Street area and at scattered locations along Ocean and Montauk Avenues in the Bank Street area.

Three elementary schools, Harbor, Waller and Nameaug, serve and provide the neighborhood with more than adequate coverage within the recommended ½ mile service area radius.

Caulkins Park, located between Riverview Avenue and the New Haven Railroad provide the neighborhood's primary recreational facility, supplemented by a smaller part in the Pequot Avenue-Commerce Place area, and the Little League Ball Field area, located in the Groton Street-Willetts Avenue area. These three parks give the neighborhood adequate service and coverage within the ½ mile radius recommended for neighborhood parks.

The largest semi-public use in the area is the Lawrence Memorial Hospital located between Ocean and Montauk Avenues, north of the New Haven Railroad. Being a major community asset and major employment center for 500 persons, the facility has had a stabilizing effect on the surrounding properties to the benefit of all concerned.

Neighborhood No. 3

Neighborhood No. 3 is bounded by Bank Street, Maple Avenue, Ocean Avenue and the New Haven Railroad. With a population of 2,282 persons and a land area of 150 acres, Neighborhood No. 3 is the combination of two sub-neighborhoods having a direct relationship with each other, but without a direct relationship with Neighborhood No. 2, other than geographical.

The neighborhood is almost equally divided into two areas. The area west of Shaw Street consists primarily of multi-family and mixed usages, devoted to an equal mixture of commerical, industrial, multi-family and mixed residential usage.

The mixed residential area west of Shaw Street is one of the oldest sections in the City and densely developed with two story residential dwellings on small lots. Age of structures, lack of maintenance, mixture of uses and the close proximity to the deteriorating commercial and industrial property east of Shaw Street have had a depreciating effect on the area. However, the effect of the area east of Shaw Street becomes less noticeable as Montauk Avenue is approached.

The sub-neighborhood east of Shaw Street easily contains the highest percentage of deteriorating and dilapidated non-residential properties in the City. In essence, this neighborhood is isolated from the surrounding neighborhoods because of the predominant non-residential usage and poor structural conditions.

There is no concentration of neighborhood shopping facilities in the neighborhood. The required shopping is usually done at scattered locations throughout the neighborhood and along Bank Street in the Sparyard Street-Montauk Avenue area. In addition, there are no major public or semi-public facilities in the area.

While there are no schools in the neighborhood, the area is served by the Nameaug and Staltonstall Elementary Schools, with both schools being within the recommended ½ mile service area radius.

Neighborhood recreational facilities in the area are provided by a neighborhood park located at the interior of Shaw, Howard, Woodbridge and Hamilton Streets. This is a recent development which resulted when a portion of Shaw's Cove was filled, and the present park is not developed. However, the park is well located to serve the entire neighborhood which lies well within the ½ mile service area radius.

In general, Neighborhood No. 3 will require a concentrated effort to eliminate the combined deteriorating effects of age, mixed land usage and general neglect which have accumulated over the years.

Neighborhood No. 4

Neighborhood No. 4 is a sub-neighborhood containing 90 acres and 417 persons, lying east of the New Haven Railroad between Green's Harbor Beach and Hamilton Street.

A small interior portion of the neighborhood just east of the New Haven Railroad contains a mixture of residential uses of early development on small lots.

The remaining portion of the neighborhood is devoted to industrial and semi-public usage of an industrial nature. Within this area is located a large abandoned mill, the City sewerage disposal plant, the City property yard, and the Fort Trumbull research laboratories.

There are no shopping facilities in the area with the exception of the "corner grocery store" variety.

No schools are located in the neighborhood although the area is served by the Nameaug Elementary School which is located outside the ½ mile service area radius. The Waller Elementary School which is closer to the neighborhood and within the ½ mile radius, is located in another school district serving Neighborhood No. 2.

No recreational facilities exist in the area with the exception of a small tot lot located at the corner of Smith and Trumbull Streets.

In general, the long range continued use of this area for residential purposes is not recommended, because of the semi-isolated location, the lack of supporting neighborhood facilities, and the poor quality of residential development that presently exists. However, due to the area's semi-isolated location, with industry being the predominant use-coupled with the City's need for additional industrial development would suggest that serious consideration be given to the redevelopment of the residential portions for future industrial use and expansion of present facilities in the area.

Neighborhood No. 5

Neighborhood No. 5 is bounded by that portion of the City lying between Colman, Bank and Broad Streets. While the area contains 549 acres and is one of the largest in the City, it has a small total population of 2,492 persons, with most of these persons being concentrated in two multi-family housing developments in the Laurel and Boulder Drive areas.

The low density of development is primarily due to the large amounts of land used for open, public and semi-public purposes, combined with a significant amount of vacant property that is yet undeveloped because of rough topography.

The residential development that presently exists consists primarily of single and two family residences on ample lots, with the exception of the two multi-family housing projects.

There are no neighborhood commercial facilities in the area with most shopping needs being served at scattered locations in the Bank and Broad Street areas or along Jefferson Avenue in the Lincoln Avenue area.

The Edgerton Elementary School serves the major portion of the neighborhood with the Bank Street area being served by the Nameaug Elementary School.

Bates Woods Park, a large City-wide facility, serves the recreational needs of the entire neighborhood.

In general, the neighborhood is considered good, there being no signs of concentrated deterioration or dilapidation in the area. Bates Woods Park and the two large cemeteries, St. Mary's and Cedar Grove, do much to enhance the spacious character of the area. In time, the rough topography and high development costs will give way to the mounting development pressures.

As this point is reached, it is recommended that the present vacant areas be devoted to a residential usage of a spacious character, in keeping with the present development.

Neighborhood No. 6

Neighborhood No. 6 is bounded by Bank, Colman, Broad, Huntington and Tilley Streets. This area contains 405 acres and has a population of 6,917 persons, the highest of any neighborhood in the City.

With the exception of a single family area in the northwest corner of the neighborhood, the neighborhood is primarily devoted to a mixture of two and multi-family usage with scattered commercial, public and semi -public uses.

The total neighborhood is divided into two general areas, although a sharp distinction between the two areas is not always possible. The northwest portion is generally devoted to single and two family developments of recent construction on medium size lots; while the southeast portion consists of large single family homes of early construction on small lots, that have been converted to two and multi-family rental properties.

It is the southeast portion of the neighborhood that contains the highest ratio of deteriorating and dilapidated residential structures in the City. In fact, it is estimated that the majority of deteriorating structures in the City are confined to this one area.

Shopping facilities are found throughout the neighborhood in scattered locations. The northwest portion of the neighborhood is generally served by the commercial area along Jefferson Avenue between Garfield and Lincoln Avenues, while the southeast portion is served by the commercial area along Bank Street from Blinman Street to Jefferson Avenue.

Three elementary schools serve the neighborhood, Edgerton, Jennings and Saltonstall. With Edgerton serving the northwest portion, the remainder of the neighborhood is served by Jennings and Saltonstall. The three schools give the neighborhood complete coverage within the recommended ½ mile service area radius.

Other school facilities in the area include New London High School, a parochial elementary school and high school.

Recreational facilities for the northwest portion of the neighborhood are provided by the Veterans Memorial Park, adjacent to the Edgerton Elementary School. There are no recreational facilities in the southeast portion with the exception of Williams Memorial Park, located on Hempstead Street between Mercer and Broad Streets and the play area afforded by Jennings and Saltonstall school sites. The dense development of the area precludes additional recreation and park facilities without resorting to clearance of deteriorating structures through the urban renewal process.

There is no question that the entire southeast portion of the neighborhood, due to age, conversions, mixed land usage, and accumulated neglect, has deteriorated to a point where direct renewal action must be considered.

Unless a program of neighborhood conservation, rehabilitation and clearance, where necessary, is initiated, it is inevitable that the present deterioration will spread to the northwest area and the surrounding neighborhoods.

Neighborhood No. 7

Neighborhood No. 7 is bounded by that portion of the City lying between Broad and Williams Streets and I-95. The neighborhood is primarily single family residential with a total population of 2.866 persons and a land area of 360 acres.

While not as densely developed as Neighborhood No. 6 in the central portion of the City, the neighborhood is divided into two general areas. East of Ledyard Street there is an excellent development of large, older single family houses on ample lots with only a scattering of two family conversions and deterioration being evident. West of Ledyard Street to Colman the development is almost entirely of recent single family construction.

Commerical usage along Colman Street has almost separated the western portion of the neighborhood from the area east of Colman. Neighborhood shopping is generally done at scattered locations along Bank Street in the eastern portion of the neighborhood, the Colman-Broad Street area, or the large shopping center located in the western portion of the neighborhood.

The neighborhood is served by the Edgerton and Jennings Elementary Schools. That portion of the neighborhood from Colman Street west is served by the Edgerton Elementary School, while the remainder of the neighborhood is served by the Jennings Elementary School. This provides adequate school coverage of the neighborhood with the exception of a small area in the extreme western portion, which lies outside the ½ mile service area radius.

The Parker Street Park and Williams Park constitute the neighborhood's present recreational facilities. Both of these sites are small and afford only limited active recreation space. The closest large active recreation area to the neighborhood is the Veterans Memorial Park, adjacent to the Edgerton School.

This location does not cover the northeast and northwest portions of the area within the ½ mile radius, it does cover the major portion of the neighborhood and most densely developed and populated sections.

In general, the neighborhood contains a good quality of development with only scattered deterioration and conversion encroachment being evident. The scattered deterioration is primarily located in the eastern portion of the neighborhood and appears to be the spread of deteriorated conditions that are most pronounced east of Williams Street.

Neighborhoods Nos. 8, 9 and 10

Neighborhoods Nos. 8, 9 and 10 are in reality three separate sub-neighborhoods that are unrelated to their adjoining neighborhoods and each other due to a variety of factors. However, in combination they represent 290 acres and contain a total population of 6,733 persons.

Generally bounded by Williams, Broad, Federal and Main Streets, Neighborhood No. 8 has a complete mixture of land uses as a result of the merging of the Central Business District with the residential area west of Williams Street. However, multi-family residential does predominate in the northern portion of the neighborhood and accounts for a large part of the 2,569 persons contained within the area.

In general, the neighborhood shows a significant amount of structural deterioration, particularly in the area bounded by Williams, Broad, Hempstead and Bristol Streets, and the area east of Huntington Street containing the major portion of the multi-family housing.

Neighborhood No. 9 is contained within an area lying east of Main Street from Federal Street to I-95 and southeast to the Thames River. While the neighborhood is primarily used for industrial purposes, it does contain scattered but densely developed areas of two and multi-family structures of early construction located on small lots which account for an estimated 1,347 persons by the 1960 Census. As a result of the Winthrop Urban Renewal Project, which is presently under way in both Neighborhoods Nos. 8 and 9, these population estimates will require later revision as the clearance and redevelopment proposals are executed and completed.

The neighborhood shows a high degree of deterioration as is expected in any residential area surrounded by heavy industrial usage.

Neighborhood No. 10 is bounded by I-95, Williams Street, the Coast Guard Academy and the Thames River. Primarily an area of single family and mixed residential structures of early construction on small lots the area is densely developed and contains a population of 1,823 persons.

In general, the neighborhood is considered sound in spite of the deterioration indicated by the field survey. The important point being that some of the structures are deteriorated and not dilapidated to the degree requiring future structural clearance. However, a group of dilapidated multi-family properties do exist in the area along Williams Street just south of Mohegan Avenue intersection, which would justify clearance.

Shopping in Neighborhoods Nos. 8 and 9 is generally conducted at scattered locations along Main and Broad Streets, while Neighborhood No. 10 generally uses the commercial facilities concentrated along Williams Street, between the I-95 interchange and Grove Street.

Most of the three neighborhoods are served by the Winthrop Elementary School located in the Mill-Cole Street area, with the southern portion of Neighborhood No. 8 being served by the Jennings Elementary School located outside the area. However, each of the neighborhoods are within the 1/2 mile service radius of their respective elementary schools.

No recreational facilities are provided in either Neighborhood No. 8 or No. 9. Riverside Park, one of the City's best recreational facilities serves both Neighborhoods Nos. 9 and 10. In fact, this is the principal public recreational facility serving the community north of Broad

No major semi-public facilities exist within any of the neighborhoods, with the exception of the Bulkeley Junior High School located at the Hempstead-Granite Street intersection in Neighborhood No. 8 and the State Pier located in Neighborhood No. 9.

In general, Neighborhoods Nos. 8 and 9 are not of sufficient size to be self contained, although they are too large to be absorbed into the adjoining neighborhoods. In addition, their mixed land use and deteriorating conditions tend to separate and retain their sub-neighborhood identities. There is no question that Neighborhood No. 9 should be devoted to industrial usage, with the exception of the limited residential and supporting uses recommended in the renewal program presently underway in the area.

Neighborhood No. 10, though small and semi-isolated by major thoroughfares and the Coast Guard Academy, should be retained in its present residential usage. However, attention must be given to the deteriorating structures scattered throughout the area to prevent further spread of these conditions.

Neighborhood No. 11

Neighborhood No. 11, containing 310 acres, is generally bounded by that portion of the City lying north of I-95 and west of Williams Street, except for certain College property and some residences along the west side of Williams Street north of the Mohegan Avenue intersection. Total population in the neighborhood is estimated to be 854 persons and constitute the second smallest populated neighborhood in the City.

Although predominantly residential, the neighborhood has a strong mixture of uses ranging from highway commercial along I-95 to two and multi-family residential usage, including a considerable amount of vacant and semi-public property.

The single family residential is a combination of early and recent development. The earlier homes being large and on small lots, while the recent development is spacious due to the rolling topography found throughout the area. The substantial amount of vacant property in combination with the rolling topography and spacious recent development, results in the low neighborhood population.

Two family development is concentrated in the Hawthorne Drive-Ridgeview Circle area, with only a small amount of two family conversions existing in the I-95-Williams Street interchange area. The only multi-family development is the housing project located in the Gordon Court Area.

With the exception of the occasional "corner grocery store", there are no shopping facilities in the neighborhood. Neighborhood shopping needs are generally served by the I-95 - Williams Street interchange development or the Colman-Vauxhall Street shopping center.

School facilities are provided by the Winthrop Elementary School, although the major portion of the neighborhood and the present population lies outside the 1/2 mile service area radius.

No recreational facilities exist within the neighborhood and the City's present park sites are well beyond the recommended service area radius. The lack of recreational facilities is not acute at the present time, due to the lack of population and the availability of nearby vacant tracts. However, park facilities will be required in the future as development occurs and population demands increase. Consequently, it is recommended that a neighborhood park site be acquired in the near future while vacant sites are still available and prior to the inevitable demand.

Primary public and semi-public facilities in the neighborhood include the National Guard Armory located at the intersection of Bayonet Street and Hawthorne Drive and The Little Red Schoolhouse located on Hawthorne Drive. In addition, two relatively large tracts of land are held by the State and the Connecticut College for Women in the northern portion of the neighborhood, although both of these areas are presently undeveloped.

Neighborhood No. 12

Neighborhood No. 12, occupying 440 acres, is bounded by that portion of the City which includes the Coast Guard Academy, Connecticut College for Women, The Allyn Museum, and a strip of land west of Williams Street and north of the Mohegan intersection.

The neighborhood is entirely devoted to public and semi-public usage, with the exception of a small single family development in the Sunset Road-Williams Street area, and a residential area of mixed single and two family usage in the Thatcher-Farnsworth Street area, east of Mohegan Avenue.

With both major semi-public facilities being of an educational nature, the neighborhood's population of 1,987 persons is entirely comprised of "on campus" cadets and students, with the exception of the two small residential areas. With the majority of the neighborhood population being housed in group quarters, they are primarily self sufficient with regard to public school, recreational and shopping facilities.

As such, there is little need for the normal public neighborhood facilities. Recreational needs are provided on site while the limited shopping requirements are served by the I-95 - Williams Street interchange commercial area.

The Winthrop Elementary School provides educational facilities for the neighborhood's limited population and residential development, while public recreational facilities are provided by Riverside Park. Both existing school and recreational facilities lie outside the 1/2 mile service area radius.

This is one of the City's finest neighborhoods. The institutional uses with their spacious character and landscaped sites constitute one of the City's major assets and developments. Only one deteriorating structure was noted in the field survey of the residential areas.

In essence, every effort should be made to protect and enhance the neighborhood in order that it will remain one of New London's major assets.

The Central Business District

The Central Business District is generally bounded by Huntington, Tilley and Federal Streets, and the Thames River. While primarily a commercial neighborhood and not a residential neighborhood, it does contain a population of 2,182 persons and has a land area of 85 acres.

Most of the Central Business District resident population occupy quarters above first floor commercial uses, year-round hotel quarters or in the older multi-family structures at scattered locations along the periphery of the Central Business District.

School facilities are provided by the Saltonstall Elementary School for the major portion of the area, with the Jennings Elementary School serving the area north of Broad, Church and Richards Streets; with both schools being within the 1/2 mile service area radius.

No park facilities are available to the residents with the exception of the limited open areas offered by the Memorial Park and the nearby school sites.

In general, the Central Business District is deteriorating. A review of Exhibit No. 2, the Structural Conditions Map, shows the heavy concentration of non-residential deterioration that presently exists. The majority of the present deterioration being located along Main Street between State and Federal Streets to the River, and along Bank Street, from State to Tilley Street.

Some residential deterioration is also evident, this being primarily located in the Tilley, Huntington, Green and Methodist Streets area.

There is no question that renewal action is required if the deterioration and blighted conditions, along with the associated deficiencies of congestion, lack of off-street parking, loading, poor appearance, and a declining economic position of the Central Business District is to be eliminated.

III. HOUSING CONDITIONS

Based on Census information, there is a total of 10,675 individual housing units in the City. Of this total, 8,610 units or 80% are sound; 1,350 units or 13% are deteriorating; and 715 units or 7% are considered dilapidated. See Exhibit No. 4, Housing Conditions - City.

Of all housing units, 7,885 units or 74% contained all plumbing facilities, while 2,790 units or 26% were lacking in one or more of the required facilities.

Of the total housing units, 4,383 units or 41% were owner occupied, while 5,591 units or 52% were renter occupied; and 694 units or 7% were vacant at the time the survey was taken. Of the 4,383 owner occupied housing units, 4,182 units or 95% were occupied by white persons, while 201 units or 5% were occupied by non-white persons. Of the 5,591 renter occupied housing units, 5,073 units or 90% were occupied by white, while 525 units or 10% were occupied by non-white persons.

The city-wide totals of housing conditions provided by the 1960 Census show a close relationship with our findings during the field survey of exterior structural conditions. In general, the 2,065 housing units listed as deteriorating or dilapidated is not considered excessive for a community of New London's age, size and type. The housing units with and without plumbing facilities support the combined deteriorating and dilapidated classification of 20%.

The owner vs. renter occupied housing units indicates a higher than "normal" ratio of renter occupied units, although this is entirely consistent with New London's past development pressures and very close to the percentage anticipated.

The racial characteristics between the owner and renter occupied housing units is surprising in that there is not a significant difference between the white owner-renter and non-white owner-renter occupancy percentage.

The 694 vacant units or 7% is generally considered normal. However, with the apparent demand for housing in New London, this is considered to be high. It is suspected that the 694 vacant units listed are in reality seasonal vacancies or housing units which are unmarketable because of deteriorated conditions or excessive rental costs.

Neighborhood Housing Conditions

On a city-wide basis, New London's general housing conditions do not show any significant or unusual characteristics. However, when the housing conditions are related to the individual neighborhoods, the difference in housing conditions becomes readily apparent. See Exhibit No. 5. Housing Conditions - Neighborhood.

Neighborhood No. 1 is sound and only two housing characteristics appear unusual; the amount of renter occupied and vacant units appear high for the area. It is probable that both of these factors were due to students quarters being vacant during the summer vacation period.

Neighborhood No. 2. shows a large amount of deteriorating structures and a high renter occupancy rate, along with a general lack of all plumbing facilities. However, the area is large, densely developed and the general housing conditions are considered good; although there are indications that the area will require strict code enforcement.

Neighborhood No. 3 is one of the City's five deteriorating areas. The neighborhood is densely developed. It shows many of the common statistical symptoms of general neglect regarding deteriorating and dilapidated structures, lacking in plumbing facilities, high renter occupancy and high population density.

Neighborhood No. 4 does not show a high numerical degree of deterioration, although percentage-wise, the same poor housing conditions apply to this neighborhood as is indicated by Neighborhood No. 3.

Neighborhood No. 5 is a sound neighborhood without any symptoms of poor housing conditions. However, it is evident that a high renter occupancy rate does exist; although this is to be expected because of the two and multi-family housing projects in the area.

Neighborhood No. 6 contains the largest amount of poor housing conditions in the City. 417 of the total dwelling units are deteriorating or dilapidated; 618 lack all plumbing facilities; 1,425 are renter occupied; 138 units are vacant; and it is the third most densely populated neighborhood in the City.

Neighborhood No. 7 is basically sound housing, although the area does show a lack of complete plumbing facilities and a high renter occupancy ratio.

Neighborhood No. 8 has the largest amount of poor housing in the City -- both numerically and percentage wise. 432 dwelling units are deteriorating or dilapidated; 487 units lack complete plumbing facilities; 545 units are renter occupied; and the neighborhood has 32.0 persons per acre -- the most densely developed neighborhood in the City.

Neighborhood No. 9 consists of poor housing conditions. 89 of the 215 dwelling units are deteriorating or dilapidated and 117 lack complete plumbing facilities. Renter occupancy and density of development is considered high.

Neighborhood No. 10 has basically sound housing conditions, although the high renter occupancy ratio and the lack of complete plumbing facilities evident, indicate the need of strong code enforcement, with particular regard to rental units.

Neighborhood No. 11 contains sound housing conditions, although 37 dilapidated dwelling units in the southeastern portion of the area and 97 lack complete plumbing facilities.

Neighborhood No. 12 has limited but excellent housing facilities due to the influence of the nearby institutions and their personnel requirements.

The Central Business District has the largest number of dilapidated housing units of any neighborhood in the City; almost 50% of all dwelling units are deteriorated or dilapidated. In addition, 580 of the 888 total dwelling units lack complete plumbing facilities. 174 units are vacant (the highest vacancy rate in the City) and the density of population is 25.8 persons per acre -- the second highest in the City.

In general, poor housing conditions in New London are contained in six small areas or sub-neighborhoods. The six areas of poor housing are Neighborhoods Nos. 3, 4, 6, 8, 9 and the Central Business District.

Each of the areas have several characteristics common to poor housing conditions; a high rate of deterioration or dilapidation, lack of complete plumbing facilities, high renter occupancy ratio and a high density of population per acre.

The greatest concentration of the City's non-white dwelling units occur in Neighborhoods Nos. 3, 6, 8 and the Central Business District.

On a City-wide basis the only two "poor" housing characteristics that appeared to be found through most of the neighborhoods were the lack of complete plumbing facilities and the high ratio of renter occupancy.

In reality, neither of these factors constitute substandard housing conditions. However, complete plumbing facilities including hot running water should be required in each dwelling unit and without the necessity of sharing these facilities with non-family occupants.

Renter occupancy does not reflect or imply that poor housing conditions result because of tenants. Rather, it is primarily the problem of absentee ownership. Absentee owners frequently are uninformed of changes in the property and sometimes lack the pride of ownership.

Because of these factors, there is a tendency for properties to be neglected, and the tenants hesitate to improve property which they do not own, thus eventually producing general deterioration.

With New London's past history of housing shortages, residential conversions and a high renter occupancy ratic, it is apparent that strict code enforcement must be a major source of encouragement to both tenants and absent owners in maintaining and improving all rental properties in a condition compatible with surrounding neighborhoods.

Potential Blight

With the major portion of New London's poor housing conditions located and confined to several small neighborhood areas, potential blight can be readily determined. Because of New London's dense development, and stable residential areas, there are four prime areas of potential blight:

First Within the deteriorating areas, the remaining sound properties will gradually lose their fight against the effects of adjacent substandard structures and poor environment. As a result, the major form of potential blight will be the gradual deterioration of those remaining sound structures in Neighborhoods Nos. 3, 4, 6, 8, 9 and the Central Business District.

Second Unless stopped, the deteriorating structures along the periphery of the deteriorating neighborhoods will gradually invade the adjoining neighborhoods.

Third The scattered deteriorating properties in each of the sound neighborhoods should be repaired, improved, or eliminated to prevent future blight from becoming established and creating further deterioration to the adjoining properties. The properties adjacent to Ocean Beach Park, the southeast portion of Neighborhood No. 11 and portions of Neighborhood No. 10 are prime examples of scattered deterioration that should be eliminated to protect the desirability and long-range value of the surrounding properties.

Fourth The sound residential areas must be protected from encroachment of residential conversions, commercial and industrial uses in order that their desirability for residential purposes is preserved and enhanced. In addition, neighborhood conservation and beautification projects should be encouraged along with street and sidewalk surfacings, curbs, street lighting and other City improvements where required.

IV. NON-RESIDENTIAL CONDITIONS

The vast majority of New London's non-residential deteriorating conditions are contained in Neighborhood No. 3, the Central Business District and at scattered locations along Bank Street in Neighborhood No. 6. The remaining non-residential deterioration in the City consists of small scattered pockets containing two or three commercial structures. See Exhibit No. 3, Blighted Conditions.

With the exception of a few industrial uses and open storage yards in the Shaw's Cove area, the remaining portion of New London's deteriorating non-residential properties are entirely commercially oriented.

Central Business District

The Central Business District east of Green Street, along Main Street, east to the Thames River, and north of Church Street, contain the largest and most concentrated group of deteriorating non-residential structures in the City.

The majority of these uses consist of two and three story structures with first floor retail activity and offices or apartments on the second and third floors. Most of the structures were built between the late 1800 and early 1900 period of New London's textile industry growth and are presently structurally obsolete.

However, and even more important than age or structural obsolescence is the fact that these buildings are functionally obsolete and can no longer serve the changes that have occurred in today's retail and customer needs. The lack of off-street parking and loading facilities; inadequate water, plumbing and electrical fixtures to meet the increased demands generated by air conditioning, appliances, lighting, and fire protection standards; improved heating facilities, freight and customer elevators; increased office space requirements and the many other improvements which are not only expected but demanded by today's tenant and customer.

The commercial structures of yesterday cannot compete with the efficiency, convenience, and comfort provided the tenant and customer by today's buildings and supporting facilities.

In essence, with many of the present commercial structures being functionally obsolete, they are also economically obsolete to both the owner and the City. With the lack of demand for second or third class retail and office space the owner must drop his rent levels. This means that needed improvement must be postponed or neglected entirely. Without the improvements customers leave, the tenant moves, rent levels drop and the cycle is repeated again and again.

It is also interesting to note that the Central Business District has the largest number of vacant dwelling units in the entire City. Of the 888 total dwelling units, 227 or 26% are vacant. When compared with the city-wide vacancy rate of 7% it is obvious that the present obsolete structures and accommodations have lost their desirability for residential as well as retail, commercial and for office usage.

The resultant loss of general business throughout the business area, along with the loss of tax revenues to the City is a problem confronting many communities. However, the principal loss is that of productive land.

With available, developable land being New London's scarcest and most valuable resource, it appears entirely inconsistent that a major portion of the deteriorating non-residential structures presently occupy the City's most valuable land.

The end result is that the major portion of New London's non-residential structures occupy the most valuable land in the City and prevents new development from occurring. New development would in turn improve business in the entire district, increase tax revenues and improve shopping facilities for the benefit of the entire community.

Shaw's Cove

Shaw's Cove is the second major area of concentrated non-residential deterioration in the City. However, the non-residential usage around the Cove is primarily industrially rather than commercially oriented.

Generally, these uses are directly related to the railroad, boat service, distribution, transportation, junk yards, open and tank storage purposes.

With the exception of the deteriorating residential properties along Howard Street, the entire area around the Cove consists of blighted non-residential usage, including the northerly portion of the Cove fronting on Bank Street. In addition, the property around the Cove is almost entirely dilapidated rather than deteriorated. While the extent of blight in the Shaw's Cove area is slightly less in area and density of development than the Central Business District, its industrial orientation and degree of blight makes it the worst non-residential area in the City.

With the extent and degree of non-residential blighted properties found throughout the Shaw's Cove area, causes of the present situation are beyond separation and become one of a total substandard environmental condition.

Other Non-Residential Areas

Two relatively small areas of commercial deterioration occur along Bank Street between Montauk Avenue and Blinman Street. Both of these areas are of the "strip" commercial type of development catering to both highway and neighborhood commercial.

The general characteristic of both areas are similar. Of early 1900 construction, the uses generally occupy one small lot with complete land coverage, inadequate off-street parking and loading, if any; and one or two stories in height with apartment over the first floor commercial operation. In recent years, many large frame residencies have been acquired as income properties and converted to first floor commercial usage with apartments above.

Isolated, blighted instances such as these could best be resolved by a strong neighborhood improvement organization and program in conjunction with rigid code enforcement by the City. The combination of these two factors have proven to be a most effective source of inspiration and encouragement to absentee or negligent owners.

The existing non-residential blight, paralleling the residential pattern, has been confined to relatively small areas. However, the degree of blight within these areas is moderate to severe. The density of the residential development surrounding these areas has served to stop its continued spread. However, there is no question that the blighted areas have contributed to the general deterioration of the adjoining residential areas in which they are located and tend to stifle new commercial and industrial development from locating in the area due to a poor overall environmental condition.

In addition, due to the extent and degree of blighted conditions in the Central Business District and the Shaw's Cove area, there is little reason to believe that individual initiative or private redevelopment can correct the present situation. Obsolete non-residential structures can be eliminated or renovated by private action; however, the related problems of traffic congestion, street widening, off-street parking, loading and other community improvements require a broader based action than individual action can provide.

In addition, the individual interested in improving his property finds it both legally and/or financially impossible to acquire adjoining deteriorating property for expansion space or additional customer facilities. Even where such action is possible, the improvement in most instances still remains an individual improvement to the area and does little toward the improvement of the entire community or neighborhood.

In general, the original "strip" commercial development and the recent property conversions are inadequate due to the lack of proper customer facilities, inconvenient location and traffic congestion.

The degree of blighted conditions in both areas is moderate with almost an equal distribution of those properties classified as deteriorated or dilapidated.

The remaining non-residential deterioration in New London is widely scattered and consists of two or three small commercial structures at the most. Generally, they have the same characteristics of the Montauk Avenue-Blinman Street areas except on a much smaller scale and are considered more of an individual maintenance or repair problem than a blighted condition.

The vast majority of these deteriorating areas are too small and lack the degree of blight to warrant renewal action. However, there is no question that many of the structures are neighborhood eyesores and should be eliminated or repaired before they have a blighting influence on the adjacent residential properties.

V. COMMUNITY FACILITIES AND SERVICES

Adequacy of the community facilities and services serving the individual neighborhoods play an important part in their general desirability and livability. In many instances, the lack of basic community facilities tend to encourage improper land utilization and a poor quality of development, be the area devoted to residential, commercial or industrial purposes.

In the central cities, the adequacy and service level of most community facilities are generally found to be satisfactory. New London is no exception. Of all the facilities investigated it was found that water, sewer, fire, police and refuse collection were adequate, and provided good, satisfactory service to all neighborhoods in the City. In addition, it was found that these services and the level of service were consistent throughout the City and the individual neighborhoods.

The two community services which are presently deficient to some degree at the neighborhood level involve school and park facilities. However, each of these must be qualified as to the degree and type of deficiencies that presently exist. The school deficiencies which generally exist are the result of location and excessive service area coverage rather than a basic lack of the facility or of capacity. In addition, due to the age of structures there is evidence of functional obsolescense although this admittedly is a personal evaluation.

There are deficiencies regarding adequate playground space; however, similar to the school deficiencies, these are at the neighborhood level due to location and excessive service area coverage.

Neighborhood shopping facilities are adequate in location and amount, although most neighborhood shopping facilities are lacking in off-street parking, loading and general convenience to the customer because of the inherent problems connected with the "strip" commercial development.

In summary, the community development and services furnished by the City are satisfactory and consistant throughout the community. Where deficiencies do exist, these are at the neighborhood level and result from inadequate location or service area coverage rather than the complete absence of a facility or service.

The lack of adequate school service area coverage in the major deficiency occurring at the neighborhood level. However, the City Council and the Board of Education have taken direct action to eliminate this deficiency and improve school coverage througout the entire City by recommending the construction of four new schools which will replace and supplement the existing facilities. The proposed schools and their neighborhoods' location are as follows:

1. A new high school in Neighborhood 5.
2. A new elementary school in Neighborhood 10.
3. A new elementary school in Neighborhood 1.
4. A new elementary school in Neighborhood 11.

Assuming the future approval and construction of the proposed school facilities, this would give New London an excellent level of all community facilities and services on both a city-wide and neighborhood basis. Any remaining school deficiencies are relatively minor and could be corrected by the City through annual appropriation.

Neighborhood Deficiencies

A review and summary of any deficiencies in community facilities encountered at the neighborhood level, would serve to pin-point future specific needs and planning considerations to be incorporated into the overall Master Plan and Program.

Neighborhood No. 1

The proposed construction of an elementary school in the area will eliminate the only community facility which is now lacking or deficient. It is further recommended that a small neighborhood park of 3-5 acres be acquired in connection with the proposed school site acquisition, or nearby.

Neighborhood No. 2

There are no deficient community facilities or services in the area at the present time.

Neighborhood No. 3

All community facilities in the area are adequate. However, because of structural age, conditions, mixed land usage and general neglect by the property owners, the area will require renewal action. It should be noted, that this area has been included in the General Neighborhood Renewal Program Study application, recently submitted by the City.

Neighborhood No. 4

All community services, except school and recreation, are available and adequate in the area. However, because of the semi-isolated location, its small size and population totals, the poor quality of development, and the City's need for industrial expansion space, when weighed against the cost of providing school and park facilities, is further evidence that the entire area should be used for industrial purposes.

It should be noted that this area has also been included in the General Neighborhood Renewal Program Study.

Neighborhood No. 5

There are no deficient community facilities or services in the area at the present time. In addition, the proposed high school planned in the area will improve the present school facilities on both a neighborhood and city-wide basis.

Neighborhood No. 6

There are no deficient community facilities in the area with the exception of recreational space in the southern portion of the neighborhood. A neighborhood park of 3-5 acres would eliminate this inadequacy.

Although the basic community facilities are adequate throughout the neighborhood, the southeastern portion of the area will require renewal treatment because of structural age, condition, mixed land usage and general neglect. It should be noted that the southeastern portion of the neighborhood has been included as part of the area to be studied in connection with the General Neighborhood Renewal Program application recently submitted.

Neighborhood No. 7

The community facilities and services in this neighborhood are adequate with the exception of recreational service area coverage in the northwestern portion of the neighborhood. In order to provide the required coverage, it is recommended that a small neighborhood park be located in the northwestern portion of the area.

Neighborhoods Nos. 8, 9 and 10

Neighborhoods 8 and 9 are presently undergoing extensive renewal treatment in connection with the Winthrop Urban Renewal Project; and Neighborhood 10, while not involved in the present renewal activities, will be disrupted by the new I-95 bridge and expanded interchange construction in the Williams Street area.

All community facilities and services in each of the three neighborhoods are adequate with the exception of recreational facilities in Neighborhoods 8 and 9, and new school facilities in Neighborhood 10 due to the future elimination of Winthrop School, resulting from the proposed bridge and interchange construction.

It is therefore recommended that a small neighborhood park be provided in Neighborhood 8 and a new elementary school constructed, to replace the present Winthrop School in Neighborhood 10.

Neighborhood No. 11

Due to the rough topography and lack of development Neighborhood 11 has a greater deficiency of community facilities and services than any area in the City. Lacking in both recreational and school facilities, these services are only available by crossing I-95 or Williams Street. Even then, the existing parks and schools are well beyond the 1/2 mile service area radius.

In physical size and potential population, the neighborhood can well afford both school and park facilities. Therefore it is recommended that school and park facilities be provided in the near future, before the area becomes intensely developed. Due to the relatively large tracts of undeveloped land still available in the neighborhood, it is further recommended that the school and park sites adjoin each other in order that maximum and mutual benefits from each of the facilities are derived.

In the area bounded by I-95, Bayonet and Margaret Streets is the only sizeable area of the City not served with sanitary sewers. The area is predominantly vacant, with minor commercial development and the lack of public sewers does not present a serious or future development problem, as these can be provided as the future demand requires.

Neighborhood No. 12

With the exception of two very small residential areas, Neighborhood No. 12 is comprised of educational institutions which are entirely self contained and require little, if any, supporting public facilities of an educational or recreational nature.

Because of the unusual self-contained nature of the neighborhood, additional school or park facilities are not recommended at this time.

All developed streets in the neighborhood are presently served with adequate water and sewer facilities, and all other community facilities are considered adequate.

Central Business District

All community facilities and services generally associated with residential neighborhoods are considered adequate with the possible exception of park facilities. The wisdom or practicality of furnishing recreational space in the area is seriously questioned; although it is not only feasible, but also desirable to include small ornamental parks or malls in the central area to relieve the monotony of dense development.

However, the major community facilities which are presently inadequate within the Central Business District are: the lack of off-street parking, loading and proper traffic circulation. Each of these deficiencies are problems which must be resolved on a broad scale rather than a neighborhood basis. For this reason, that portion of the Central Business District not involved with the Winthrop Urban Renewal Project has been included in the General Neighborhood Renewal Program Study application.

In addition, a detailed traffic and parking study is being completed at the present time.

Summary

In general, all community facilities and services on a total and city-wide basis are considered adequate and performed at a consistent level throughout the entire community.

However, there are deficiencies in certain facilities when general standards are applied to the individual neighborhoods. In this respect, the deficient facilities or services, at the neighborhood level, are deficient in service area coverage and is not due to the complete lack of a particular facility. In this instance, adequate school and park service area coverage are the deficiencies most noted.

The most interesting aspect of the entire community facilities study was the complete lack of correlation between the blighted areas of the City and the adequacy of existing community facilities and services.

It is generally assumed that blighted areas and inadequate community facilities provide a cause and effect relationship. However, in this instance, the opposite is true. The neighborhoods containing the worst blighted conditions are those areas of the City which are best served by all community facilities.

It is clearly evident that the blighted areas of the City are primarily the result of age, inadequate original development and construction, mixed land usage and general obsolescence of the present residential and non-residential structures. In essence, the deteriorating structures and neighborhoods are simply old, obsolete and have outlived their functional and economic life.

VI. CAUSES OF BLIGHT

There are many reasons for the deterioration of a neighborhood or an entire community. Basically, the causes of blighted conditions can be divided into four fundamental categories: physical, economic, social and administrative.

The four basic categories can be further subdivided into innumerable subheadings to better define the specific causes of blighted conditions. However, it is rarely found that one or two factors can be isolated as the specific cause or causes of deteriorating conditions. Generally, blighted conditions are the result of a combination of individual factors which produce a cause and effect relationship.

The principal cause of blighted conditions in New London is simply age of existing structures and facilities, with past economic fluctuations of the community being a secondary influence.

It is quite obvious, from an examination of the present deterioration in the City, that the greatest concentration of both residential and non-residential properties lie in those areas of the earliest development. The age of structures in Neighborhoods 3, 4, 6, 8, 9 and the Central Business District has produced areas of both structural and functional obsolescense. This situation in turn produces areas characterized by lack of proper maintenance, high vacancy rates, declining rents and property values, and low income producers to both the owners and the City. In essence, all of the neighborhoods classified as blighted have two factors in common, physical or functional obsolescence and economic obsolescence; and both factors are directly attributed to structural age or development.

In addition to the age of the structures themselves, a secondary age factor is also common each of the deteriorating neighborhoods, that of initial development standards.

The development standards, considred adequate in the late 1800's and early 1900's at the time the presently blighted neighborhoods were being developed, are no longer adequate, or have produced inadequacies which are not acceptable by today's development standards. Forty foot, two and three story residential structures on fifty foot lots, with ten foot set-backs are no longer acceptable. Thirty foot rights of way can no longer cope with today's automobiles or the volumes of traffic now being generated. The universal use of the auto and the change in merchandising and shopping habits have made the lack of off-street parking and loading facilities in the Central Business District of some communities a matter of economic life or death. In addition, traffic circulation systems designed for 50 vehicles per hour are now attempting to cope with the demands of 500-1000 vehicles per hour.

In summary, the basic cause of New London's blighted conditions is the result of age. Age of structures producing physical and economic obsolescence and initial development standards which can no longer cope with today's demands or standards of acceptability.

Past economic fluctuations is the second primary cause of New London's present blighted conditions. The national emergencies that occurred between 1940-1960 created severe housing shortages in New London. These housing shortages and the increased housing demands were met by the conversion of single family residences into two family units and two family units into multi-family dwellings. This in turn produced an excessive amount of mixed land usage (particularly in the central portion of the community), high population densities, increased traffic demands on an already inefficient street circulation system, and inadequate off-street parking and open space facilities. In essence, land, structures and facilities originally designed to accommodate 10-15 persons per acre are now attempting to serve 15-30 persons per acre; and the results are entirely unsatisfactory by today's standards.

In addition to the two primary causes of blight, which apply to all deteriorating areas in New London, the Shaw's Cove and Winthrop Cove areas present an additional contributing factor, that of blighting influence.

Both of these areas were originally devoted to the loading, repair and storage of ships and related waterfront activities. While waterfront activities are always interesting and colorful, they are seldom considered as a desirable living environment. In all probability, the causes of blight in both of the cove areas is due to the original use of the areas and the blighted conditions each of the areas produced, which still persist at the present time.

Both of the cove areas still retain a heavy predominance of objectionable industrial and non-residential uses intermixed with a poor quality of residential development. On the basis of today's standards, both areas must be classified as blighted because of incompatible uses and general environmental deficiencies.

Only one small area of the City does not fit any of the factors related to blighted conditions in other portions of the community. The area adjoining Ocean Beach Park bounded by Bentley Avenue, Stuart Avenue, Highland Avenue and Park Street is an oddity regarding the cause of blighted conditions.

Consisting primarily of multi-family structures in a single family area, the structures in general are deteriorating from a lack of proper maintenance although they have not deteriorated to the point of dilapidation.

There are no inadequacies or conditions peculiar to these properties that do not apply to the entire neighborhood. However, each of the structures appeared to be vacant at the time of the field survey, indicating that the present facilities were not acceptable to permanent tenants or they were only available on a weekly or seasonal basis. In any event, the causes of deterioration appear to be the responsibility of the owner regarding proper maintenance and operation.

Codes and Enforcement

In determining the causes of blighted conditions a review of New London's various codes, ordinances, and enforcement procedures was investigated. The codes reviewed included Housing, Building, Plumbing, Electrical and the present Zoning Ordinances and District Map.

Each of the codes reviewed were found to be generally adequate, although some minor updating improvements could be made, as is the case in most city codes and ordinances. However, the important point being that no code was found to be inadequate, individually or in combination with other codes, to the point where blighted conditions could be created or continued because of inadequate legislation.

A strong program of code enforcement was initiated several years ago as a result of the City's participation in certain urban renewal activities.

To date, the enforcement program has produced satisfactory results, with a voluntary compliance of corrective action notices approximating 95%. However, additional manpower will be required if the present number of inspections are to be increased from their present level of 250 per year. With the large number of dwellings which have been converted into multi-family units, coupled with the high rental ratio found in the city, the necessity of establishing a strong code enforcement program to prevent deterioration of present housing conditions, structures and neighborhoods becomes particularly important to the future well being of New London. (See Exhibit 6 regarding New Code Enforcement Assistance).

VII. CHARACTERISTICS OF PERSONS AFFECTED BY POOR HOUSING

Poor housing is not only a physical liability to the City, but even more importantly it creates social conditions which affect the families and persons occupying these units. The result is a physical and social deterioration of the neighborhood accompanied by a substantial economic loss to the City in the form of service costs vs. tax revenues.

Many of these service-revenue studies have been done in the past by both Federal and municipal agencies, with the results being substantially the same.

An exhaustive study of poor housing conditions several years ago by the Federal Government disclosed that these neighborhoods contributed:

33%	of the population
45%	of the major crimes
34%	of the major fires
60%	of the tuberculosis cases, and
55%	of the juvenile delinquency cases.

In addition, the survey reported that the poor housing conditions and deteriorating areas were responsible for 45% of the total City service costs, but produced only 6% of the City-s property tax revenue.

By comparison, a similar study completed in July, 1964, by an eastern city, disclosed almost identical results:

30%	of the population
35%	of the major crimes
51%	of the major fires
53%	of the juvenile delinquency cases.

In addition, the same study areas contributed:

77%	of the venereal disease cases
81%	of the welfare cases
85%	of the illegitimate births, and
59%	of the infant deaths.

The results of both the Federal and recent municipal studies are so directly comparable as to eliminate the possibility of pure coincidence.

Based on U.S. Census Data, the findings of this study disclosed that those areas with poor housing conditions, consisting of Neighborhoods 3, 4, the southeastern portion of 6, 8, 9 and the CBD, produce the following results:

- Occupying 735 acres, the six areas constitute 19% of the City's total area
- With 13,396 persons, they constitute 39% of the City's total population
- With 1087 deteriorating dwelling units, they constitute 75% of the total deteriorating
- units in the City
- With 631 dilapidated dwelling units they constitute 88% of the total dilapidated units in the City
- With 3,303 renter occupied units they constitute 59% of the total rental units
- With 454 vacant units, they constitute 65% of the total vacant units in the City
- With 641 non-white dwelling units, they contain 88% of the total non-white units

From both statistical and field information, it's obvious that the six areas of poor housing conditions, occupying less than 20% of New London's land area, contains approximately 83% of the City's total deteriorating or dilapidated dwellings and associated conditions.

It should also be recognized that while each of the six areas have extensive areas of blight, there are pockets of good housing surrounding or intermixed with poor housing. In essence, only 12%-15% of New London's land area contains 83% of the poor housing conditions.

The associated social conditions which normally accompany poor housing conditions were also investigated to determine their general correlation with the detailed studies mentioned earlier. A map showing the areas of poor housing was exhibited during the interview with local health and welfare personnel.

In both instances, the interviews with local health and welfare personnel showed a strong correlation and related correlation. Based on past experience, the majority of the cases referred to the Health Department from these areas of poor housing consisted primarily of colds, sore throats and the normal communicable disease, i.e. measles, chicken pox, whooping cough, etc. In general, the health problems found in the areas were not proportionately greater than in other areas of the City, with the exception of colds and childhood disease.

Because of the type of services administered by the Welfare Department, the information derived from these interviews provided significant insights into the personal and family characteristics. Following is a summary of pertinent findings:

- Approximately 70% of the City's total welfare cases involved residents of the poor housing areas.
- The majority of welfare cases involved permanent residents (1 year or more) rather than transient or temporary residents.

- The majority of cases are of a temporary assistance nature rather than a type requiring continual assistance of long duration.
- The three major types of welfare cases to come before the local agency are problems involving:
  1. broken homes
  2. unemployable persons
  3. lack of income
- The age of individual persons receiving assistance appeared to be primarily in the 45-60 year old range, while family assistance is primarily concentrated in the younger age groups.
- The welfare assistance rendered to male or female was equally divided, although the numbers of non-white cases appeared greater than their 7%-8% percentage of the total population would warrant.
- General education of the average welfare case was estimated to be less than high school, with an annual income of less than $1,000.

- The most frequently stated need was for decent housing or public housing accommodations.
- The largest number of welfare cases occur primarily in the winter months during periods of peak unemployment.
- The persons classified as unemployable are primarily lacking in any skill, or because of personal and social problems.
- The number of welfare cases will fluctuate with a monthly average of 80 cases involving 177 persons. Of these cases, 20% of the persons receiving assistance are "single" persons with the remaining persons being connected with "family assistance".

In summary, there is general agreement by both health and welfare personnel that the families affected by poor housing require a much larger proportion of services and assistance than required by other portions of the community.

VIII. THE ELIMINATION OF BLIGHT

Basic Treatment

There are three basic methods of treatment that can be used to eliminate existing blight and prevent future blight from occurring. Generally, the prescribed method of treatment will depend upon the type and degree of blight found in a given neighborhood. In addition, any one method or treatment may be used in combination with the other methods to produce the desired results.

The three basic methods of renewal treatment are as follows:

Conservation

This method is primarily used in sound neighborhoods to protect and enhance the area, while at the same time preventing the formation of future or potential blight.

This method consists of strong enforcement measures regarding all City codes and ordinances, providing adequate community facilities, efficient traffic controls, proper land use and density patterns, and a strong emphasis on individual property maintenance and improvement through neighborhood organizations.

Rehabilitation

This method is used to remove blight in its early stages and to prevent its further deterioration or spread into the sound residential areas of the neighborhood.

This treatment includes the repairing or altering of deteriorating structures in order to make them safe, sanitary and in keeping with the sound quality of development found throughout the remaining portions of the neighborhood.

In addition, the rehabilitation may also include the "spot clearance" of dilapidated structures or small pockets of blight, and the intensive use of all conservation methods.

Clearance

This method of treatment is only used for compact and extensive areas, where the degree of blighted conditions has reached the advanced stages of deterioration or dilapidation. Generally, these areas constitute physical, economic and social liabilities to the community and rehabilitation is neither practical or feasible.

Where clearance of a blighted area is warranted, the sub-standard structures are demolished and the area redeveloped for the best possible use. However, the reuse of cleared areas must be determined by a thorough investigation of the neighborhood and community needs as to the best purpose served.

Supporting Actions

In addition to the three basic methods of treating the various areas of the City, recent Federal legislation has made possible two supporting actions, both of which are directly related to New London's neighborhood improvement needs.

The Open Space Assistance Program and the Urban Beautification Assistance Program provide grants of 50% for the acquisition and development of park land, and urban beautification projects to improve public areas. Both programs are not only related to New London's neighborhood needs but have direct application because of the age and densely developed nature of the community. A summary of these two supporting programs, plus three other Federal assistance programs which could be used for neighborhood and community improvement, is contained in the appendix.

Neighborhood Treatment

Of the thirteen neighborhoods (including the Central Business District) Neighborhoods 1, 2, 5, 7, 11 and 12, and the northwest portion of 6, only require a strong conversation and code enforcement program to eliminate any blighted conditions which presently exist due to lack of proper maintenance or attention.

Basically, each of these neighborhoods are sound. However, a sound neighborhood at the present time is no assurance that it will retain its future desirability and sound quality of development.

If the present and future quality of each of the sound neighborhoods is to be preserved, the neighborhoods will require protection, enforcement and a strong neighborhood interest. It is for this reason that a vigorous program of code enforcement and inspection should be given greater future emphasis than it has received in the past.

Neighborhood 10 and the western portion of Neighborhood 3 west of Shaw Street and south of Woodbridge Street primarily require rehabilitation with occasional spot clearance of deteriorating structures.

Those areas requiring clearance, with rehabilitation being an important secondary treatment, included Neighborhood 8, that portion of Neighborhood 3 east of Shaw Street, the Central Business District and the southeastern portion of Neighborhood 6.

The only two neighborhoods in the City recommended for general clearance are Neighborhoods 4 and 9. Due to the poor quality of development found throughout each of these areas, their isolated location and lack of adequate facilities, both areas are located in industrial areas which make them undesirable for general residential usage. In addition, both areas are extremely small in land area and population, thereby creating a minimum of disturbance and relocation problems.

The City is strongly urged to investigate the feasibility of their participation in the Open Space Program recently initiated at the Federal level, and revised to include the acquisition of park land in developed areas. With this provision, neighborhood playgrounds could be acquired in connection with the elementary school sites proposed in Neighborhoods 1 and 11. In addition, the recreational space deficiencies found in Neighborhood 7 could be eliminated in the same manner, while adequate recreation space will be provided in Neighborhoods 3 and 6, in connection with the clearance and rehabilitation required.

The Urban Beautification Program, also recently approved, provides Federal assistance to municipalities for beautification activities which are part of a local beautification program.

While the full range of beautification activities have not been defined, there are several instances where a relatively minor and economical treatment would produce maximum and beneficial results to several of the neighborhoods. Following are specific projects which should be considered:

1. The sand blasting and cleaning of all masonary structures in the Central Business District.
2. The plantings along the major collector streets and along Pequot Avenue to provide a landscaped waterfront drive.
3. Landscaping of all major intersections and entrances in the City.
4. Improve and beautify the waterfront area adjoining the Central Business District.
5. Provide a landscape pedestrian mall in the State-Bank Street area in connection with the Winthrop Urban Renewal Project.

APPENDIX

APPENDIX

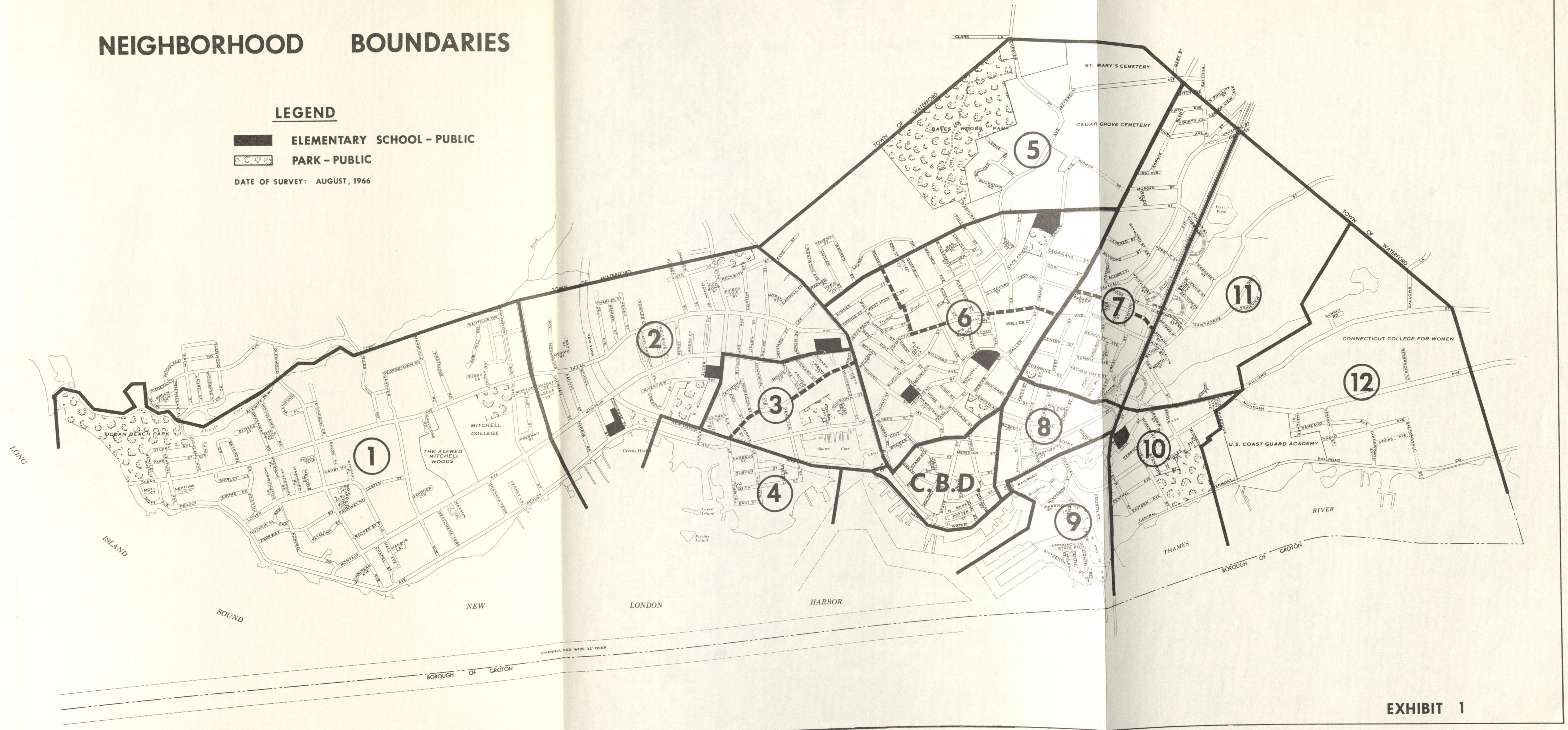
NEIGHBORHOOD BOUNDARIES

LEGEND

▬ ELEMENTARY SCHOOL - PUBLIC

▨ PARK - PUBLIC

DATE OF SURVEY: AUGUST, 1966



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11
12
C.B.D.
TOWN OF WATERFORD
ST. MARY'S CEMETERY
CEDAR GROVE CEMETERY
BATES WOODS PARK
OCEAN BEACH PARK
MITCHELL COLLEGE
THE ALFRED MITCHELL WOODS
CONNECTICUT COLLEGE FOR WOMEN
U.S. COAST GUARD ACADEMY
LONG ISLAND SOUND
NEW LONDON HARBOR
THAMES RIVER
BOROUGH OF GROTON
CHANNEL 600' WIDE 32' DEEP

EXHIBIT 1

CITY OF NEW LONDON, CONN.

JAMES P. PURCELL ASSOCIATES —

SCALE: 1" = 1000 FEET

0 500 1000 2000 3000

JANUARY 1966

NORTH

The preparation of this map was financially aided through a Federal grant from the Urban Renewal Administration of the Housing and Home Finance Agency, under the urban planning assistance program authorized by Section 701 of the Housing Act of 1954, as amended, under the supervision of the Connecticut Development Commission.

GENERALIZED
STRUCTURAL CONDITIONS

LEGEND

RESIDENTIAL

- ▨ DETERIORATING
- ▨ DILAPIDATED

NON-RESIDENTIAL

- ▩ DETERIORATING
- ■ DILAPIDATED

DATE OF SURVEY: JANUARY, 1966

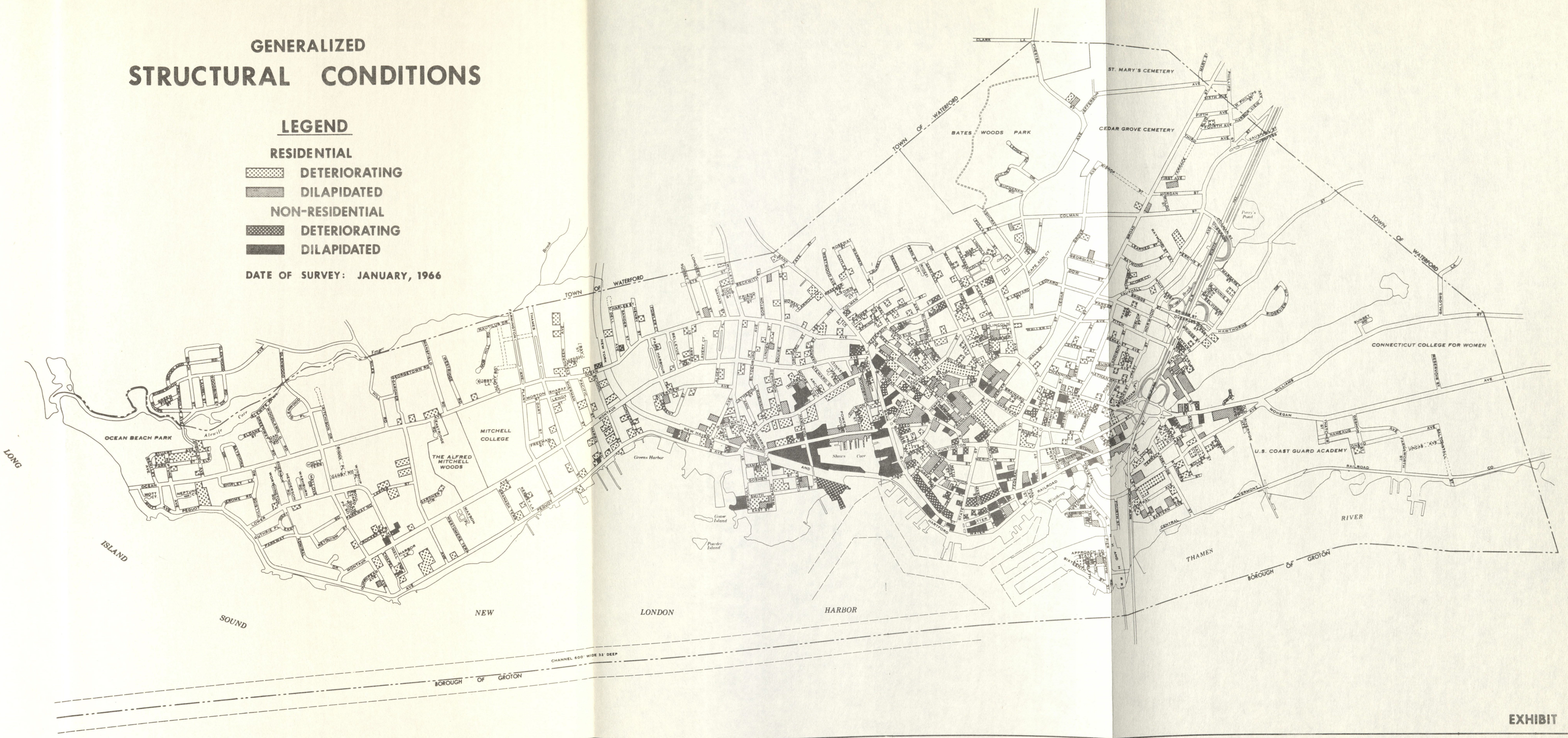

TOWN OF WATERFORD
ST. MARY'S CEMETERY
CEDAR GROVE CEMETERY
BATES WOODS PARK
CONNECTICUT COLLEGE FOR WOMEN
U.S. COAST GUARD ACADEMY
OCEAN BEACH PARK
MITCHELL COLLEGE
THE ALFRED MITCHELL WOODS
LONG ISLAND SOUND
NEW LONDON HARBOR
THAMES RIVER
BOROUGH OF GROTON
CHANNEL 600' WIDE 33' DEEP
Greens Harbor
Shaws Cove
Goose Island
Powder Island
Winthrop Cove
Alewife Cove
Perry's Pond
CLARK LA.
COLMAN
BANK ST
STATE ST
OCEAN AVE
PEQUOT AVE
MONTAUK AVE
WILLIAMS
MOHEGAN
RAILROAD
CO

EXHIBIT 2

CITY OF NEW LONDON, CONN.

JAMES P. PURCELL ASSOCIATES —

SCALE: 1" = 500 FEET

0 500 1000 2000 3000

JANUARY 1966

NORTH

The preparation of this map was financially aided through a Federal grant from the Urban Renewal Administration of the Housing and Home Finance Agency, under the urban planning assistance program authorized by Section 701 of the Housing Act of 1954, as amended, under the supervision of the Connecticut Development Commission.

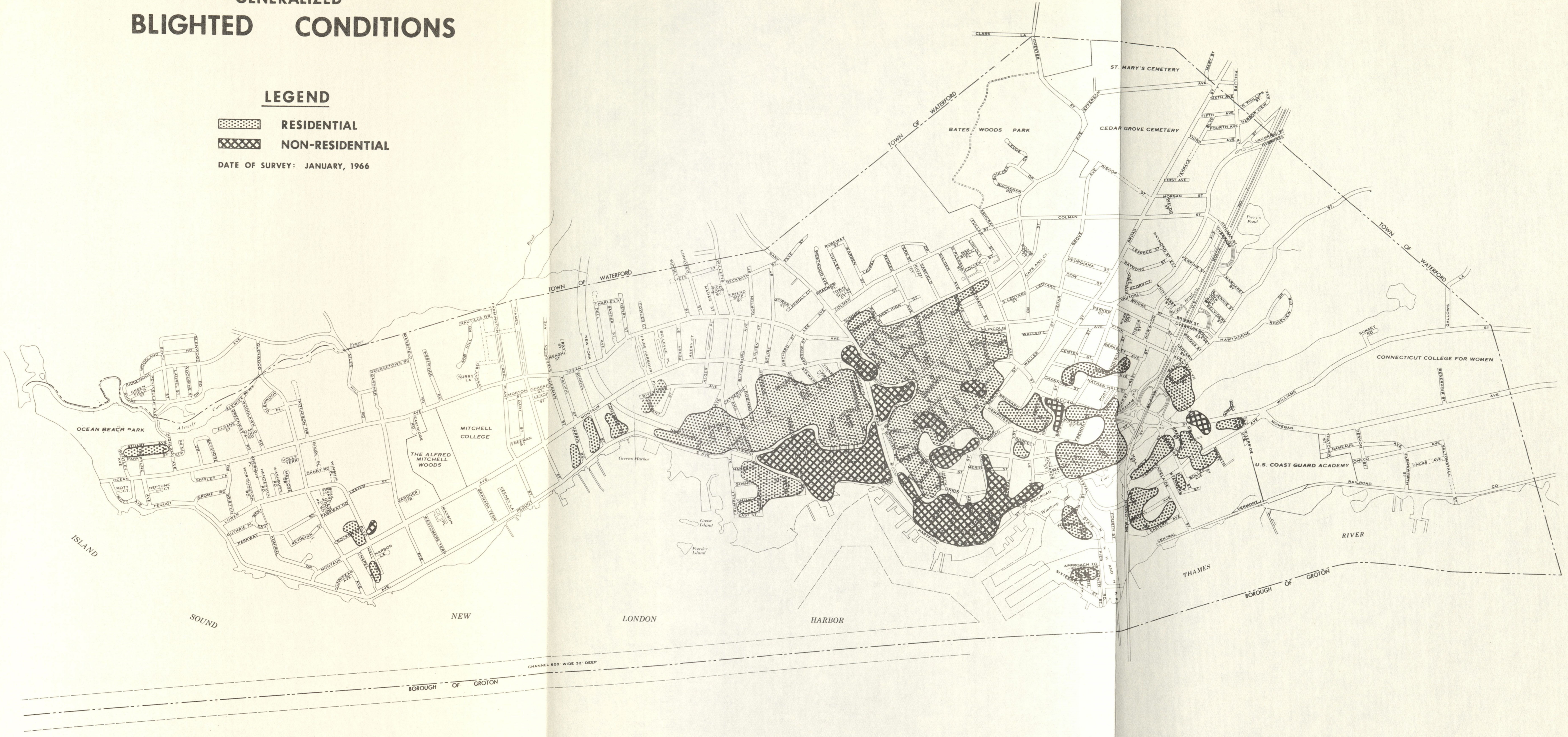
GENERALIZED

BLIGHTED CONDITIONS

LEGEND

▨ RESIDENTIAL
▩ NON-RESIDENTIAL

DATE OF SURVEY: JANUARY, 1966



TOWN OF WATERFORD
ST. MARY'S CEMETERY
BATES WOODS PARK
CEDAR GROVE CEMETERY
CLARK LA.
COLMAN ST
MORGAN ST
Perry's Pond
OCEAN BEACH PARK
THE ALFRED MITCHELL WOODS
MITCHELL COLLEGE
CONNECTICUT COLLEGE FOR WOMEN
U.S. COAST GUARD ACADEMY
WILLIAMS ST
MOHEGAN AVE
HAWTHORNE
RIDGEVIEW
LONG ISLAND SOUND
NEW LONDON HARBOR
THAMES RIVER
BOROUGH OF GROTON
CHANNEL 600' WIDE 32' DEEP
Greens Harbor
Powder Island
OCEAN AVE
MONTAUK AVE
PEQUOT AVE
BANK ST
HUNTINGTON ST
STATE ST
CENTRAL
RAILROAD
VERMONT
APPROACH TO

EXHIBIT 3

CITY OF NEW LONDON, CONN.

JAMES P. PURCELL ASSOCIATES —

SCALE: 1" = 1000 FEET
0 500 1000 2000 3000
JANUARY 1966

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H

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EXHIBIT 4

HOUSING CONDITIONS BY CITY TOTAL

All Housing Units

Sound	8,610	80¢
Deteriorating	1,350	13%
Dilapidated	715	7%
Total Units	10,675	100%
With all Plumbing	7,885	74%
Without all Plumbing	2,790	26%
Owner Occupied	3,383	41%
White	4,182	95%
Non-White	201	5%
Renter Occupied	5,598	52%
White	5,073	90%
Non-White	525	10%
Vacant	694	7%

SOURCE: - U. S. Census Date - 1960

EXHIBIT NO. 5

HOUSING CONDITIONS BY NEIGHBORHOOD

Neighborhood	No. 1	No. 2	No. 3	No. 4	No. 5	No. 6	No. 7	No. 8	No. 9	No. 10	No. 11	No. 12	C.B.D.	Total
Sound	1,259	1,275	536	96	666	2,045	953	327	126	505	223	130	469	8,610
Deteriorating	13	291	197	24	9	279	10	239	57	38	1	0	192	1,350
Dilapidated	4	10	40	1	0	138	16	193	32	13	37	4	227	715
Total Units	1,276	1,576	773	121	675	2,462	979	759	215	556	261	134	888	10,675
With All Plumbing	1,252	1,263	492	88	663	1,844	870	272	98	448	164	123	308	7,885
Without All Plumbing	24	313	281	33	12	618	109	487	117	108	97	11	580	2,790
Owner Occupied	922	871	260	37	225	899	516	160	51	211	140	37	54	4,383
Renter Occupied	232	669	445	77	442	1,425	436	545	151	321	115	80	660	5,598
Vacant	122	36	68	7	8	138	27	54	13	24	6	17	174	694
Occupied Units														
White	1,150	1,522	602	100	658	2,078	921	546	168	526	240	115	629	9,255
Non-White	4	18	103	14	9	246	31	159	34	6	15	2	85	726
Population														
White	3,714	4,665	1,877	348	2,452	6,111	2,738	2,015	1,192	1,787	796	1,929	1,877	31,501
Non-White	19	54	405	69	40	806	128	554	149	36	58	58	305	2,681
Total Population	3,733	4,719	2,282	417	2,492	6,917	2,866	2,569	1,341	1,823	854	1,987	2,182	34,182
Area (acres)	805	420	150	90	549	405	360	80	95	115	310	440	85	3,904
Population Density	4.6	11.3	15.2	4.6	4.5	17.0	8.0	32.0	14.2	15.8	2.8	4.5	25.8	

Source - U. S. Census Data - 1960

HOUSING CONDITIONS
BY NEIGHBORHOOD
EXHIBIT NO. 5

EXHIBIT 6

The Housing and Urban Development Act of 1965, (Public Law 89-117), as recently enacted, provides several new assistance programs which are applicable and directly related to New London's neighborhood improvement needs.

A summary of the five assistance programs is as follows; however, for full information, contact the Regional Office of the Urban Renewal Administration.

Grants for Neighborhood Facilities

Two-thirds grants could be made to local public bodies and non-profit agencies to build neighborhood facilities such as community centers, youth centers, health stations, and other public buildings to provide health, recreational or similar social services to a neighborhood. (In areas designated as development area, three-fourths grants could be made). The grant could cover the cost of acquiring land, necessary site improvements, and construction of the facility. The facility must be located in an area to serve a significant number of lower moderate income residents and be necessary to carry out a program of health, recreational, social, or similar community service in the area. Priority is to be given to projects which will further the objective of a community action program approved under the Economic Opportunity Act. A facility constructed with a grant may not be converted to another use for 20 years without the approval of the Housing Administrator. A facility may be developed directly by

a local body or agency through a non-profit organization approved by the local body if the Housing Administrator determines the non-profit organization has the legal, financial, and technical capacity to carry out the project and the public body will have satisfactory continuing control over the use of the facility. Of the $50 million a year authorized, $12 million has been appropriated, but further regulations and procedures have not been issued.

New Open Space Land Assistance

The Open Space Land Acquisition program authorized by the Housing Act of 1961 is expanded by increasing grant assistance from 20 to 50 percent; permitting grants for the development of land acquired under the open space program; and permitting grants to acquire, clear, and develop land in built-up urban areas.

A grant may be made only if the Housing Administrator determines the acquisition and development of open space land is needed for carrying out a unified or directly coordinated program for the provision and development of open space land as part of the comprehensively planned development of the urban area.

The term "open space uses" is now defined to mean use of land for park and recreational purposes, conservation of land and other natural resources, or historic or scenic purposes.

Although major structures such as amphitheaters, swimming pools or large buildings would not be eligible for "development" grant assistance, development could include activities such as landscaping, provision of basic water and sanitary systems, small shelters, and recreational apparatus. Development funds are available only for land acquired under the previous or current Open Space Program.

If a local government body determines adequate open space areas cannot be provided through this use of existing undeveloped land, 50 percent grants may be made for the cost of land acquisition, demolition, and development for open space use. Relocation payments must be made to individuals, families, and businesses displaced by the purchase of lands with open space funds, and federal grants are authorized to cover relocation payments.

The Housing Act authorized $310 million for the new Open Space and Urban Beautification Assistance Program (described on following page); however, only $49 million has been appropriated. Revised regulations have been issued for Open Space Acquisition and Development, and further information should be available from your HHFA Regional Office.

If a local government body determines adequate open space areas cannot be provided through the use of existing undeveloped land, 50 percent grants may be made for the cost of land acquisition, demolition, and development for open space use. Relocation payments must be made to individuals, families, and businesses displaced by the purchase of lands with open space funds, and federal grants are authorized to cover relocation payments.

The Housing Act authorized $310 million for the new Open Space and Urban Beautification Assistance Program (described on following page); however, only $49 million has been appropriated. Revised regulations have been issued for Open Space Acquisition and Development, and further information should be available from your HUD Regional Office.

New Urban Beautification Assistance

Communities which develop a program for urban beautification or public areas which involve available public and private resources would be eligible for federal grant assistance for beautification programs such as tree planting and landscaping streets and public areas, provision of street furniture, pedestrian malls, fountains, and decorative pavement. A grant could be made for 50 percent of the amount a community spends for urban beautification and improvement under an approved program which exceeds usual expenditures for comparable activities. Although regulations have not been issued, it is anticipated a community's "usual expenditures for comparable activities" will be based on a previous two-year average, and the grant could be 50 percent of amounts spent above this average on beautification activities. The appropriation for beautification grants is included in the $49 million Open Space Program appropriation.

Demolition of Unsafe Structures

Grants may now be made to a city to cover two-thirds of the cost of demolishing structures which, under state or local laws, have been determined to be structurally unsound or unfit for human habitation and which the community has the legal authority to demolish. A city could receive grant assistance to demolish unsafe structures within an urban renewal area or outside of an urban renewal area if:

(1) the community has an approved workable program for community improvement,

(2) the demolition will be carried out on a planned neighborhood basis and will further the urban renewal objectives of the community,

(3) the community is carrying on a program of enforcement of its housing and related codes,

(4) the structures constitute a public nuisance and serious hazard to public health and welfare, and

(5) the community's governing body has determined that all other available legal procedures have been exhausted to secure remedial act by the owners and that demolition by government action is required. Grants are to be made from Title I Urban Renewal Funds, and regulations have been issued for demolition outside of an urban renewal area.

New Code Enforcement Assistance

Grants may now be made to a city to plan and carry out programs of concentrated code enforcement in deteriorating areas where intensive code enforcement, together with public improvements, may be expected to arrest the decline of the area. A code enforcement program could be outside of an urban renewal area but on a neighborhood basis consistant with the overall renewal objectives of the community. The federal grant would be two-thirds or three fourths in cities, municipalities, or counties under 50,000 population.

A community would have to have a workable program, would have to agree to maintain its prior level of expenditures for code enforcement activities in addition to expenditures for planning and carrying out any program assisted under the new program, and would have to have a satisfactory program for providing

all necessary public improvements for the deteriorating area. Grant assistance could cover the full range of activities recognized as necessary to encourage voluntary compliance, or otherwise achieve full compliance with the code and the provision or repair of necessary streets, curbs, sidewalks, street lighting, tree planting, and similar improvements. Relocation payments and rehabilitation grants or loans authorized for urban renewal project areas are authorized for code enforcement project areas.

Funds for Code Enforcement Projects are to come from Title I Urban Renewal funds. A limitation of $75 million was made for them in the Supplemental Appropriation bill. Regulations have been issued, and further information should be available from your HHFA Regional Office.

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